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ABSTRACT

The document presents partial recommendations of a Pennsylvania State University Study Group on the Status of Women at the University. Recommendations concern: family care policy, women's curriculum and programs, non-tenure track policy, staff exempt and staff nonexempt employees, the leadership share, and advocacy for women. Among specific recommendations are the following: (1) implement policies to provide students and employees with access to affordable, quality family care; (2) implement policies regarding curriculum and faculty appointments to enhance the visibility of the Women's Studies Program; (3) encourage faculty who wish to revise their courses to be more inclusive of accomplishments and perspectives of women and people of color; (4) increase staffing, allotment, and space for the Center for Women Students; (5) implement policies that will provide non-tenure track faculty with improved job security and advancement opportunities; (6) improve conditions of employment for exempt and nonexempt women employees; and (7) achieve a balanced representation of men and women in leadership positions by the year 2000. For each recommendation there is a discussion of the problem, the rationale for the recommendation, and references, with a total of 38 references. Appended is information on central administrative units and major degree-granting units. (DB)

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ED319303

The Strategic Study Group on the Status of Women

REPORT TO THE PRESIDENT AND THE COMMISSION FOR WOMEN

Recommendation Package #5

March 1988

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THE PENNSYLVANIA STATE UNIVERSITY

University Park, Pennsylvania 16802

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The Strategic Study Group on the Status of Women

LIST OF MEMBERS

Dr. Kathryn Moore, Chair
Professor of Education, Director
Center for the Study of Higher Education

Dr. Deborah F. Atwater (10/85 to 6/86)
Assistant Professor of Speech Communications
Delaware Campus

Ms. Suzanne Brooks
Affirmative Action Officer

Ms. Lee Carpenter (10/85 to 6/86)
Graduate Student, Comparative Literature
College of the Liberal Arts

Dr. Sabrina Chapman
Director
Center for Women Students

Ms. Nancy Cline
Librarian/Assistant Dean
University Libraries

Ms. Beverly A. Crabtree
Secretary
Altoona Campus

Dr. Vincent DeSanctis
Campus Executive Officer
Shenango Valley Campus

Dr. Mary M. Dupuis
Professor of Education
College of Education

Ms. Cheryl E. Ebel
Assistant Professor of Engineering
Capital College

Ms. Dana Froke (from 5/86)
Undergraduate Student, General Arts and Sciences
College of the Liberal Arts

Ms. Marilyn Gilligan
Table Attendant
Nittany Lion Inn

Ms. Carol Gilmore (5/86 to 8/86)
Undergraduate Student, Telecommunications
School of Communications

Dr. Barbara Gray
Associate Professor of Organizational Behavior
College of Business Administration

Ms. Ronda K. Heltman
Secretary
College of Arts and Architecture

Ms. Dara J. Klein (10/85 to 12/86)
Undergraduate Student, Marketing
College of Business Administration

Dr. Edward H. Klevans
Professor and Head of Nuclear Engineering
College of Engineering

Ms. Donna J. Marthouse
Research Aide
College of Agriculture

Ms. Kathryn J. Martin
Accounting Assistant
Milton S. Hershey Medical Center

Dr. Emilia Martinez-Brawley (10/85 to 4/87)
Professor of Social Work
College of the Liberal Arts

Ms. Cheryl Mobley (from 5/86)
Graduate Student, Educational Administration
College of Education

Dr. M. Eloise Murray (10/85 to 5/86)
Associate Professor of Home Economics Education
College of Education

Mr. Michael O'Connell (10/85 to 5/86)
Undergraduate Student, Prelaw
College of the Liberal Arts

Dr. Carolyn Sachs
Assistant Professor of Rural Sociology
College of Agriculture

Ms. Mary L. Selders (5/86 to 2/87)
Graduate Student, Educational Theory and Policy
College of Education

Ms. Betty Stanford (10/85 to 2/87)
Laboratory Assistant, Photographics
Commonwealth Educational System

Ms. Nancy Struble
Secretary
University Libraries

Dr. Marylee C. Taylor (from 8/86)
Associate Professor of Sociology and Education
College of the Liberal Arts

Ms. Jean Templin
Graduate Student, College of Education
Liaison, Commission for Women

Dr. M. Lee Upcraft
Assistant Vice President for Counseling and Health Services

Mr. James M. Wagner
Assistant Vice President for Business and Human Resources

Mr. Vernis M. Welmon
Assistant to the Dean for Minority Relations and International Programs
College of Business Administration

Dr. Janet Williamson
Associate Professor of Nursing
College of Health and Human Development

Ms. Anne K. Yeager
Undergraduate Student, Science
College of Science

STAFF

Dr. Michael P. Johnson
Research Director
Associate Professor of Sociology and Women's Studies

Ms. Sandy J. Englesson
Research Assistant (from 10/86)

Ms. Elizabeth Ehrich
Statistical Analyst

Mr. Louis Fabian
Planning Analyst
Office of Planning and Analysis

Dr. Anne Kusener Nelsen
Senior Planning Analyst
Office of Planning and Analysis

Ms. H. Sue Santalucia
Secretary (10/85 to 10/86)

Ms. Barbara W. Vendetti
Secretary (from 10/86)

Summary of Recommendations

Recommendation Package #5 contains recommendations in six areas: (1) family care policy, (2) women's curriculum and programs, (3) non-tenure track policy, (4) staff exempt and staff nonexempt employees, (5) the leadership share, and (6) advocacy for women.

I. Family Care Policy
(General Recommendation S)

Implement policies that will provide students and employees at all locations with access to affordable, quality family care opportunities. Steps should be taken to (1) ensure the availability of adequate family care opportunities at all locations, (2) enhance student and employee ability to afford quality family care, and (3) facilitate the scheduling of family and work time to accommodate the needs of employees and students with family care needs.

S.1: Conduct complete needs assessments at all Penn State locations. Such assessments should include the extent of student and employee needs and should also address needs among potential students.

S.2: Implement family care policies at each Penn State location as necessary. Such policies should ensure adequate access to drop-in care for the children and families of students, and adequate access to full-day care for the children and families of employees. Child and family care services offered directly at the University or indirectly through a contractor should include infant care, should have an ethnically diverse staff, and should involve a sliding scale fee system to provide access to low income students and employees. Wherever possible, family care services should include elder care as an integral part of the program.

S.3: Begin immediate planning for the construction of family care facilities at the University Park campus and at the Hershey Medical Center. Appoint a Family Care Committee to develop plans for the administration of those facilities and programs.

S.4: In the interim, appoint a committee at the Hershey Medical Center to investigate means by which the University could contract with a private agency to provide temporary family care programs for University employees in the vicinity of the Hershey Medical Center and the Elizabethtown Hospital and Rehabilitation Center until the facility recommended above is completed.

S.5: Develop pilot family care programs for the Shenango Valley and Altoona campuses.

S.6: Establish family care information and referral services immediately at all Penn State locations, offering information to students and employees regarding the family care opportunities that are available to them in the local community.

S.7: Develop a procedure by which employees may have their child and family care costs deducted from their pay to take advantage of the Tax Recovery Act of 1981 or any other tax laws that are currently applicable. Investigate the feasibility of adding family care credits to the current benefits package, either as a fixed benefit or as part of a flexible benefits add-on to a core benefits package (see also Recommendation E.1).

S.8: Whenever possible, include the likely cost of family care in assessments of need in student financial aid programs. Establish a special "Parent Scholarship Fund" to offer child care subsidies to full and part-time students at all locations.

S.9: Implement Study Group Recommendations C.1, C.2, and C.3 which deal with benefits and compensation for part-time employees, and would enhance some Penn State families' ability to schedule their work lives around family care responsibilities.

S.10: Widely publicize the University's flextime policy which makes flextime available to employees at the discretion of their supervisors. Encourage supervisors to allow flextime whenever possible to facilitate arrangements for family care.

S.11: Replace sick leave and vacation days with personal time days. This time could be used by employees for sick leave, family care, vacation, or other personal responsibilities (same as Recommendation E.2).

S.12: Clarify and revise the current child care leave policy so that parents of biological or adopted children of any age may be eligible to go on leave without salary and have the option of retaining accumulated sick days or vacation days (same as Recommendation E.4).

S.13: Refer to the Faculty Senate Committee on Faculty Affairs a recommendation to modify PS-23 so that provisional faculty may be granted up to one extra year of tenure eligibility after the birth or adoption of a child (see Recommendations E.5 and G.10).

II. Women's Curriculum and Programs (General Recommendations T, U, and V)

General Recommendation T

Implement policies regarding curriculum and faculty appointments that will enhance the visibility of the Women's Studies Program. Continue its growth in directions that will provide clear women's studies career lines for its faculty, and that will solidify its position in the academic community. Provide the staff support that will allow it to function effectively as an interdisciplinary, intercollege program.

T.1: Take action immediately to crosslist the women's studies courses that are currently offered in other departments by affiliated faculty. Expand the number of core Women's Studies courses to cover basic women's studies topics that are not appropriate for crosslisting with other departments and programs. Encourage the Women's Studies Program to submit proposals for offering an undergraduate major and a graduate minor in Women's Studies.

T.2: Ask the Women's Studies Program to develop a procedure for continuing to identify faculty members to be offered nominal joint appointments in the Women's Studies Program. Increase the intercollege component of the Women's Studies program by establishing a number of 100 percent appointments that Women's Studies would use to create joint appointments in other colleges. Alternatively, establish a Provost's Women's Studies Matching Fund, which could be used by Women's Studies to pay the 50 percent of a joint appointment presently covered by the home college.

T.3: Issue statements from the Provost's Office making its position on the value of joint appointments clear. Develop guidelines for the setting of workloads for joint appointments, and for the evaluation of scholarship that is published in multiple disciplines; stress the importance of giving equal value to accomplishments in both of the fields in which an appointment is shared. Any joint appointment with Women's Studies that will be approximately 50/50 should have the larger percent located in the Women's Studies Program in order to counteract the tendency to ignore contributions to women's studies journals and Women's Studies committees. Combine four of the new Women's Studies positions into two full-time, tenure-track faculty positions in Women's Studies.

T.4: Add an administrative assistant position to the Women's Studies staff, convert the Director's position to full-time, and submit the clerical position for reclassification and regrading as appropriate. As the number of budgeted faculty increases nine-fold in the next few years, consideration should be given to further increases in staffing, allotment, and space.

General Recommendation U

Implement a University-wide, inclusive curriculum integration effort to encourage and support faculty who wish to revise their courses to be more inclusive of the activities. accomplishments, and perspectives of women and people of color. Appoint a University Curriculum Integration Committee and provide resources to implement curriculum integration programs throughout the University.

U.1: Establish a University curriculum integration committee to develop plans for a comprehensive, inclusive curriculum integration effort that would include the steps recommended below (Recommendations U.2, U.3, U.4, U.5). Ensure that the committee has adequate participation from traditionally male-dominated colleges. Include the directors of Women's Studies, Black Studies, the Paul Robeson Cultural Center, and the Center for Women Students on the committee.

U.2: Develop plans for a workshop for faculty involved in the development of course outlines for general education breadth courses. Provide the resources necessary for the implementation of that workshop.

U.3: Develop proposals to offer summer curriculum integration institutes for faculty and to seek outside funding for those institutes. If outside funding is not available, allocate internal funds to implement the institutes.

U.4: Establish a curriculum integration team teaching fund to support the use of team teaching in the development of an integrated curriculum. The funds would be used to appoint visiting professors to consult on curriculum integration and teach team-taught courses with regular faculty members, and to provide released time for Penn State faculty with interests related to the curriculum integration effort (e.g., women's studies and Black studies) to work with other faculty in the development of integrated courses.

U.5: Give high priority to curriculum integration in current curriculum and instructional development programs, such as the United Federal Bank Instructional Improvement Fund, the Scholars Program, the Microcomputer Fund, and the Instructional Development Program. The Equal Opportunity Planning Committee could also include a special invitation of curriculum integration projects in its annual call for proposals.

General Recommendation V

Increase staffing, allotment, and space for the Center for Women Students to provide adequate support for its missions of advocacy, information dissemination and educational programming, and liaison on matters concerning women students at all Penn State campuses.

V.1: Add the following two positions to the staff of the Center for Women Students: (1) Rape Awareness/Prevention Specialist (see Recommendation P.3), and (2) Advocate for Women Students. Increase clerical support and staff as appropriate, and reevaluate the grade levels of current staff.

V.2: Substantially increase the departmental allotment for the Center for Women Students to provide appropriate levels of support for current activities and for the increased activities that have been recommended elsewhere (see Recommendations H.2, H.4, H.5, I.3, I.4, M.2, M.3, P.2, P.3, and P.4).

V.3: Increase the space available to the Center for Women Students as appropriate for the proposed increase in staffing and activities.

III. Non-Tenure Track Faculty
(General Recommendation W)

Implement policies that will provide non-tenure track faculty members with (1) improved job security, (2) access to promotion and advancement opportunities, and (3) equitable salaries. Encourage units with large numbers of non-tenure track faculty positions to convert as many of them as possible to tenure track appointments. Establish tenure track "clinical" faculty appointments.

W.1: The Provost's Office should take a strong stand against the use of non-tenure track faculty positions to carry out the continuing work of a department. Locations that employ large numbers of non-tenure track faculty should be encouraged to convert an appropriate number of those positions to tenure track positions (also see Recommendation W.6).

W.2: Establish tenure track "clinical" faculty appointments, for use in locations in which there is a continuing need for faculty whose responsibilities involve largely the implementation of a professional training program, internship experiences, and/or clinical duties; or in locations that must rely heavily on personnel without terminal degrees. (Examples of such locations include the Hershey Medical Center, the Department of Nursing, the College of Education, the University Libraries, and the Social Welfare Program.) The proposal should include the development of revised tenure criteria that recognize the special aspects of such positions.

W.3: Convert positions of fixed-term faculty who have been employed for five or more years to standing appointments.

W.4: Implement the Faculty Senate recommendations regarding multi-year fixed-term appointments and the addition of academic ranks to include the titles of senior lecturer and senior research assistant. Encourage units to convert as many one-year appointments as possible to multi-year appointments. Monitor appointments to such positions to ensure that women as well as men are being considered for them.

W.5: Develop a sabbatical leave policy for non-tenure track faculty that would apply to faculty members on standing or multi-year appointments (see Recommendation W.4).

W.6: Provide individuals on fixed-term appointments with notification of reappointment as early as possible, preferably with no less than 90 days notice before the resumption of the appointment.

W.7: Evaluate salaries of non-tenure track faculty who have been in their positions for at least three years. Provide adequate salaries to ensure that valued fixed-term faculty are encouraged to remain. Unit heads should provide salary increases for non-tenure track faculty comparable to tenure track faculty salary increases.

W.8: Implement Study Group Recommendation C, which would provide benefits for part-time employees. Notify all fixed-term faculty members of their eligibility for the purchase of benefits during the summer if they are going to be continued in the fall.

W.9: Charge the Provost's Office to develop guidelines for consideration by the Faculty Senate regarding appropriate workloads and salaries for non-tenure track faculty. Require explanations whenever those guidelines are violated. As part of those guidelines, emphasize the valuable contributions of non-tenure track faculty and urge their complete integration into the functioning of departments.

IV. Staff Exempt and Staff Nonexempt Employees
(General Recommendation X)

Improve conditions of employment for women staff exempt and nonexempt employees with respect to (1) salary, (2) opportunities for development and advancement, (3) recruitment into the higher staff grades, (4) abuse of the "more than 40 hour work week," (5) problems of isolation, and (6) representation in University decision-making processes.

X.1: Salaries for entry level staff positions need to be carefully reviewed with respect to salaries for comparable levels of clerical and technical-service employees. The size of the pool of money for staff raises should be reviewed and compared to that assigned to other classifications of University employees.

X.2: Conduct a case-by-case analysis of the salaries of staff employees who are being paid significantly less than would be expected given their grade and seniority. Utilize a regression substitution program similar to that currently being used by the Affirmative Action Office for other employee classes.

X.3: Consider revising the current classification system and salary schedules for staff nonexempt and staff exempt employees. The present system has no provision for promotion within grades, and the number of grades is insufficient to provide any real hope of relatively frequent promotion for long-term employees.

X.4: The Office of Human Resources should perform a cohort study for staff employees and report the results to the Commission for Women. Hiring patterns, education and experience at entry to the system, rate of progress through the ranks, level of managerial responsibilities, and salary levels for men and women employees in similar job classifications should be examined for evidence of structural discrimination. Ideally, the assistance of a body such as the University employee council (see Recommendation X.8) should be enlisted to develop solutions to problems identified through this study.

X.5: Increase the number of women in higher staff exempt categories. Utilize a variety of techniques, including national searches when a pool of qualified women candidates does not exist and the professional development and guidance discussed in Recommendation X.6.

X.6: More professional development opportunities, including sabbaticals, should be provided for staff employees. The staff sab- batical policy should be reviewed and publicized. The Human Resource Division of the Office of Human Resources should work with the administration to devise additional approaches to professional development, and it should develop workshops for staff employees that will assist them in career planning by indicating the combination of skills necessary and the alternative paths possible for career advancement. Greater care should be taken in writing job descriptions and advertisements to highlight the skill and knowledge requirements that may be transferable from other kinds of positions. Thoughtful attention should be given to developing career ladders where none now exist.

X.7: Immediately issue reminders to all units that routine work expectations should not exceed 40 hours per week for staff exempt employees; 50- to 60-hour weeks should be the exception, not the rule. The definition of position responsibility in PS-28 should be rewritten to read ". . . keeping in mind that forty (40) hours a week is the standard assignment and that longer weekly work schedules should be required on occasion only." Consider adopting a policy of compensating nonmanagerial staff exempt employees for overtime beyond a specified number of hours per week.

X.8: Conduct focus group meetings with staff women in units in which they are isolated, or which employ large numbers of staff in the lower grades, to identify problems and develop strategies to address them. Particular attention should be given to women staff in the agricultural extension system.

X.9: Create a University employee council for staff exempt, staff nonexempt, clerical, and technical-service University employees. The council, which would have strong representation from staff women and men at all University locations and with different job settings, would provide a forum for the discussion of problems in which creative solutions could receive a hearing and review. The council should have direct access to the senior vice president for Finance and Operations and advise him or her on nonacademic employee-related issues.

V. The Leadership Share: Toward the Year 2000
(General Recommendation Y)

Achieve a balanced representation of men and women in leadership positions throughout the University by increasing the percentage of women to 50 percent in academic, administrative, and management positions by the year 2000.

Y.1: Develop a strategic plan for the recruitment of women into leadership positions. This will involve analysis of replacement patterns and should employ a "serious search approach" (Recommendation D) to talent identification and recruitment of women.

Y.2: Expand PS-22 to include all categories of academic administrator positions. Develop a similar policy to cover nonacademic positions such as vice president, assistant vice president, and director.

Y.3: Conduct a study of the opportunity structure for administrative advancement including the use of newly created positions. Assign the Office of Human Relations, working in conjunction with the Affirmative Action Office, to oversee the search for and appointment of persons to fill newly created administrative positions.

Y.4: Improve internal advancement opportunities for women and minorities by holding administrators accountable for providing growth and development opportunities for subordinates.

Y.5: Increase the numbers of women in higher categories of staff. Require an external search for every vacancy in which there are no qualified women and minorities in the internal pool (see also Recommendation X.5).

Y.6: Create a University-wide job posting system using electronic mail and electronic bulletin boards as well as print media.

Y.7: Increase the number and percentage of women in senior faculty roles (see Recommendation G) and improve the access of women students and faculty to colleagueship and mentoring. Encourage cross-gender, cross-racial, and cross-cultural mentoring among males and females, faculty and students.

Y.8: Expand the Women's Opportunity Fund to include funds for development opportunities for individuals and interested units, in addition to the funds currently targeted for recruitment.

Y.9: Increase the representation of women in the various policy and decision-making councils and arenas, both academic and nonacademic, to 50 percent.

Y.10: Create a task force that includes staff, clerical, and technical-service employees to recommend how to incorporate them more fully in the decision-making processes of the University.

VI. Advocacy for Women
(General Recommendation Z)

Enhance the current structure of advocacy for women by expanding the resources available to the Commission for Women, the Office of Human Resources, the Equal Opportunity Planning Committee, and the Center for Women Students. Make structural changes in these bodies as necessary to ensure that the following functions are adequately addressed throughout the system: (1) provision of ongoing policy advice to the President on women's issues, (2) monitoring and reporting on the University's progress in addressing women's equity issues, (3) administration of a comprehensive program of education and training at all locations regarding women's equity issues, and (4) providing support for women with specific equity grievances. Carefully monitor the consequences of these changes for a period of 18-24 months, after which serious consideration should be given to the possible need for major structural changes to increase the impact of the administration's commitment to the ultimate attainment of gender equity.

Z.1: Establish a position that would serve as an advocate for women employees. In cases that involve problems of communication or matters that can be resolved by compromise, the advocate would function as a mediator to bring the parties together to talk through their differences in the presence of a person trained in conflict resolution. In cases in which a more formal grievance approach seems appropriate, the advocate would work with the employee to move the complaint forward aggressively and effectively. In cases in which these "normal" channels break down and justice is not served, the advocate would work through "non-normal" channels to attempt to rectify the situation. The placement of this position should give the advocate direct access to the President.

Z.2: Establish a formal position of Advocate for Women Students in the Center for Women Students to serve an advocacy function for students throughout the University. Add a rape awareness /prevention specialist to the Center staff. Enhance funding to allow the Center to increase its involvement in training and educational programming on women's equity issues for students (see Recommendations P.3, U.1, U.2, U.3, and V.3).

Z.3: Provide resources for the establishment of an Employee Development Center in the Office of Human Resources to carry out employee and supervisor training and education focused on women and other protected or underrepresented groups.

Z.4: Charge the Commission for Women and the Affirmative Action Office to work with the Office of Planning and Analysis to develop a plan for an Annual Report on the Status of Women. The required reports should be completed annually by the Office of Planning and Analysis (in cooperation with the Division of Planning Studies, Commonwealth Educational System, when appropriate) under the leadership and direction of the Commission for Women, which will compile them into an Annual Report to the President. Charge the Office of Planning and Analysis to maintain staff with expertise on women's equity issues, to designate a staff member to attend meetings of the Commission for Women, and to provide appropriate assistance in the completion of special reports on the status of women as identified by the Commission for Women, the Affirmative Action Office, and the Equal Opportunity Planning Committee.

Z.5: Expand the membership of the Equal Opportunity Planning Committee to enhance the representation of women's advocacy by appointing individuals such as the Director of Women's Studies, the Director of the Center for Women Students, and the President's liaison to the Commission for Women. Establish a Women's Opportunity Fund (in addition to the current funding for faculty and administrator recruitment) to be administered by the Equal Opportunity Planning Committee through a University-wide request for proposals regarding initiatives to increase equity for women.

Z.6: Take the following steps to enhance the effectiveness of the Commission for Women: (1) establish the position of Chair Elect; (2) add former Commission Chairs to the membership of the Commission and of its Executive Board; (3) provide the Commission for Women with a permanent location and a full-time administrative assistant; (4) provide the Chair of the Commission with 50 percent released time; and (5) appoint the Director of Women's Studies, the Director of the Center for Women Students, the Affirmative Action Officer, and the Director of the Undergraduate Student Government Department of Women's Concerns as ex-officio members of the Commission for Women.

Z.7: Charge the Commission for Women to work with the President's Office to facilitate the implementation of the Study Group recommendations, to work with the heads of all academic and nonacademic units to incorporate women's equity goals into their Strategic Plans, and to monitor the University's progress toward gender equity. During the spring semester of 1990 the Commission should present a progress report on the status of women to the Equal Opportunity Planning Committee. At that time the Equal Opportunity Planning Committee should assess the effectiveness of the current structure for advocacy for women and consider a recommendation to the President for the appointment of a Vice President for Human Relations, charged with advocacy and leadership on equity issues for women, Blacks, and other minorities.

I. FAMILY CARE POLICY

General Recommendation 5

Implement policies that will provide students and employees at all locations with access to affordable, quality family care opportunities. Steps should be taken to (1) ensure the availability of adequate family care opportunities at all locations, (2) enhance student and employee ability to afford quality family care, and (3) facilitate the scheduling of family and work time to accommodate the needs of employees and students with family care needs.

Statement of the Problem

> The fastest growing segment of the labor force today is the category of mothers of preschool children. . . . As the number of working mothers increases, so does the need for reliable, quality child care during the workday, care not always available in the child's home or with a member of the family. Stress and anxiety generated by this need can distract the parent-employee on the job. . . . This year the Women's Bureau has chosen as a primary initiative the establishment of employer-sponsored childcare systems throughout the country (U.S. Department of Labor 1982).

> Providing campus child care has become an issue of heightened relevance to both those postsecondary institutions faced with declining enrollments of the traditional age student population and those presently serving a large number of reentry women students. Already, some colleges and universities have initiated programs to meet child care needs (Creange 1980).

> The need for support at work for people caring for older relatives and friends is becoming even more important. People are living longer and are more likely to need care. More women are entering the work force and cannot stay home to care for older persons (AARP 1987).

Changes in the structure of the U.S. labor force and in the composition of the student population in American higher education have led to a contemporary acknowledgement that the provision of adequate care for children and other family dependents is an issue that must be of concern to universities, both as employers and as educators. The traditional allocation of family care responsibility to the "woman of the house" creates a double burden for the millions of women who now

work or go to school or both. Although the last fifteen years have seen important changes in men's attitudes toward participation in family care, it is still the case that most women who work or study also hold major responsibility for the care of family dependents.

Students

Although there have always been students with dependent family members who needed care, three important shifts in the character of student populations have recently focused special attention on the issue of family care[1] in higher education. First, colleges throughout the U.S. are experiencing a steady increase in the number of adult students in their enrollments. The National Center for Educational Statistics estimates that by 1992, the proportion of college students 25 and older will approach 50 percent, even among full-time students. Second, the number of women in higher education has increased dramatically in the last twenty years. Over half of U.S. undergraduate students and nearly one third of U.S. graduate students are women. Finally, the increased numbers of dual earner families means that many of these students (male and female) do not have a spouse available at home to care for children and other dependents full-time.

There are a number of reasons why colleges and universities across the country are moving to meet the family care needs of these student families. Until recently, the most often cited incentive for the provision of campus family care was the provision of opportunities for internship experiences connected with academic programs such as education and human development. Many of the early campus child care

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[1]The term "family care" is a generic term intended to include care of children, elders, handicapped, and other dependent family members. The term "child care" will be used whenever we refer specifically to the care of children. We have avoided the familiar "day care" terminology because there are some Penn State locations (e.g., Hershey) at which there may be a need for 24-hour child care services. We will use the term "elder care" whenever we refer specifically to the care of elderly family members, and the term "dependent care" when we refer to the care of elderly or handicapped family members (as when we refer to a needs assessment in which one of our questions referred to "any other dependent family members, for example, elderly or disabled people").

centers were designed primarily as "laboratories" for academic programs. Although in the past the central focus of this training function severely limited the size of such services, more and more universities have come to recognize the importance of family care as a service to the larger student body and have expanded the scope of their policies. The availability of child care services on campus can be an important factor in the recruitment of top quality students. For many reentry students, and for traditional graduate students, family care issues may be a deciding factor in choice of school: "Two students from California decided to do their graduate work at American University in Washington, D.C., mainly because child care services were available on campus" (Creange 1980). Many reentry women indicate that they have delayed continuing their education until their children were school age; those women might have been students earlier had the school of their choice provided attractive child care options. Family care availability can also affect retention, as concerns about the adequacy of family care and problems of scheduling may contribute to academic difficulties or to decisions to drop out of school. Finally, and perhaps most importantly, family care issues are inextricably connected with issues of equal access to education. Our institutions of higher education are embedded in a culture that assigns major responsibility for child and family care to women. Therefore, inadequate availability of quality family care options is much more likely to affect the educational opportunities of women than those of men. Women students are more likely than men to list family responsibilities among the reasons for a delay in their education and to express dissatisfaction with the availability of child care when they do become students (Shuman 1987). In our view, the most important contribution of campus child care programs is their impact on women's access to educational opportunities.

Employees

The traditional two parent family in which the father works and the mother stays home with the children makes up only 20 percent of American families. Today, more than 60 percent of mothers with children are in the labor force (Wallis 1987). In 1980 a nationwide survey found that of those surveyed, 87 percent of the parents, 86 percent of the human

resource officers, and 87 percent of the labor leaders felt that it would be a good thing if employers made it easier for working parents to arrange their jobs and careers around their children's needs (General Mills 1981). At about the same time, the number one recommendation of the White House Conference on Families was that businesses initiate family-oriented benefits (White House Conference on Families 1980). In 1986 roughly 2,500 U.S. companies were helping with their employees' child care needs (Friedman 1986). Child care is probably the most important employee issue of the late twentieth century.

A closely related issue that has begun to receive considerable attention is the problems faced by employees who carry the emotional and financial burden of caring for an elderly relative. It has been estimated that one in four workers provides care for an aging relative today. This number will continue to increase throughout the remainder of this century as the U.S. population continues to age. It is estimated that by the year 2000, 9 million people over the age of 65 will need some form of assistance from others (Sinclair 1987). Roughly 80 percent of such care currently comes from relatives, usually children, often employed children (Troll 1979). A number of companies, including Wang Labs, are moving in the direction of policies intended to reduce the financial and economic burdens of eldercare (Perham 1987).

Why are employers interested in the family care needs of their employees? Sometimes it is simply because they care about families. As one employer put it, "We're a family run business. . . . this is a commitment" (Friedman n.d.). More often such sentiments are mixed with more economic motives. Employee family care programs have been shown to reduce absenteeism and tardiness, to increase productivity, and to reduce the number of on-the-job accidents. They have been linked with decreased employee turnover and enhanced recruitment outcomes (cf. U.S. Department of Labor 1982; Sinclair 1987; Burud et al. 1984). A nationwide survey conducted by the National Employer Supported Child Care Project showed that 95 percent of the employers who had implemented child care assistance for their employees felt the benefits of the program far outweighed the costs. As the Director of the Women's Bureau, U.S. Department of Labor, summarized the situation in 1982, "At many companies, personnel policies are being reshaped to permit a

realistic blending of job and family duties, creating a new harmony that keeps parent-employees on the job with reduced stress and higher morale" (U.S. Department of Labor 1982, iii).

The Situation at Penn State

Penn State currently offers family care only at University Park and New Kensington. The New Kensington program is a parent cooperative that offers considerable flexibility, since parents can drop off their children for short periods of time if they wish. The needs of parents of school age children and of students who do not need all-day care are therefore accommodated. Infants are accepted. There are no facilities for sick children. There is no elder care.

There are three facilities at the University Park campus, serving a total of approximately 100 children. The Cedar Day Care Center accommodates roughly 40 toddlers and preschool children, and has a waiting list of about 10. Seventy-five percent of the spaces are reserved for children of Penn State employees. There is no drop-in service, no provision for sick children, and no elder care. The Child Development Laboratory accommodates 45 preschoolers and toddlers. There is no drop-in service, no provision for sick children, and no elder care. There is a waiting list of 80-100; preference is given to incoming Individual and Family Studies faculty. The Discovery facility is the only University Park program that accommodates infants. It currently serves about 20 children, half of them infants. Although an area is set aside for children who become ill during the day, parents are discouraged from bringing sick children in the morning. There is no drop-in capability and no elder care. Waiting time can be as much as three years.

The Penn State student body includes over 7,000 graduate students and over 7,200 undergraduates who are 25 or older. The University has almost 13,000 full-time employees, more than 6,000 of them female. The 20 locations that offer no on-campus family care have a total full-time employee population of over 4,700, including the Hershey Medical Center with a full-time staff of 2,400, 70 percent of whom are women. They also include a total of more than 5,500 undergraduates 25 or over; for

example, the Shenango Valley campus has almost 600 students 25 and over including over 400 women. Of course, many of these employees and students do not have young children, and among those who do, many have spouses or other relatives who care for them when they are not in school. Others may have made adequate family care arrangements outside of the home and would therefore have no interest in using an on-campus facility. Unfortunately, there is currently no routine collection of information concerning the family care needs of Penn State employees and students. Needs assessments must be done on an ad hoc basis.

The Study Group Assessment of Family Care Needs

Early in its deliberations regarding family care policy, the Study Group recognized that needs assessment research would probably be required. Although the delineation of the variety of approaches that have been taken by large organizations in response to the family care needs of their employees (and in the case of higher education, the needs of students) is fairly straightforward, thoughtful choice among those options for each of the 22 Penn State locations would require an assessment of employee and student needs, location by location. The Study Group therefore asked the University's Division of Planning Studies of the Commonwealth Educational System for assistance in the development of a generic "family care needs assessment package" that could be adapted for use at any location within the system. The package, designed to assess student and employee needs regarding the care of children and other dependents, as well as availability of such services in the area surrounding each location, was completed in December 1986 (Shuman 1986).

Although the Study Group did not have the resources to conduct complete needs assessments at all 22 locations, we felt that our general recommendations concerning family care would benefit from the inclusion of some data regarding the extent of such needs at a few sites. Four locations were chosen for preliminary needs assessments. The Altoona campus was chosen because of the recent addition of the General Arts and Sciences baccalaureate to its curriculum, and a marketing strategy for that program that has been focused to some extent on returning adult women. The University Park campus was chosen for its large adult

student population, which includes more than 1,900 undergraduates and over 4,000 graduate students aged 25 or older. The Hershey Medical Center (HMC) was chosen for its large population of women employees (c. 2,000).

Given time and staff constraints, it was not possible to carry out complete needs assessments (as outlined in the Planning Studies model) for any of the four locations. The HMC assessment was the only one that included information on family care availability in the community. At HMC, the Study Group was able to take advantage of the considerable work of the HMC Committee for Women, a group that serves as liaison to the Commission for Women. They worked cooperatively with the Study Group staff throughout the HMC/Elizabethtown assessment and deserve much of the credit for its success. Nor were we able at any of the locations to assess the number of community members who might consider attending Penn State if on-campus family care facilities were available. What we were able to do was random sample surveys of selected student and employee groups at each of the four locations. The substantive and methodological details of the four needs assessments may be found in the reports prepared for each location (Johnson 1987; Johnson and Englesson 1987).

Hershey Medical Center/Elizabethtown Hospital. The survey at Hershey was complicated by the recent purchase of the Elizabethtown Hospital and Rehabilitation Center (EHRC). Although EHRC is formally a part of HMC, it temporarily remains housed in its Elizabethtown facilities. The HMC needs assessment therefore involved separate analyses for the two locations. Although questionnaires were sent to random samples of employees and students, the number of employees relative to the number of students at HMC is very large (roughly 10:1). Our focus here will therefore be on the employee data. (A complete report is contained in Johnson 1987.)

The current costs of inadequate child and dependent care facilities to HMC and to its employees is considerable. At HMC alone, our data suggest a minimum of 907 lost work days per year, 1,260 incidents of employees arriving late or leaving work early, and a work force that includes at least 270 employees who feel that the quality and quantity of their work is occasionally or frequently affected by concerns regarding child or dependent care. Among the minimum 654 employees who

have young children living with them, nearly one third are not satisfied with their child care arrangements, their major concerns being the adequacy of the arrangement they have made for the care of their children and its accessibility when they need it. These data indicate a variety of serious hidden costs to the institution that could be reduced by the improvement of child and dependent care services.

The Hershey Medical Center (HMC) employee responses indicate an overwhelming need for an increase in the availability of child care services at HMC or at least nearby (see Table 1, p. 9). Our very conservative estimation procedure[2] indicates that in the short run there are at least 455 employees who would have an immediate interest in using child care facilities at HMC. Experience at other universities (Arterton 1971) indicates that we should expect an enrollment at start-up of about 50 percent of the number who had expressed interest in such a facility, but that within six months that number will have doubled. If the HMC experience is similar, it follows that child care facilities with room for even 400 or more children would quickly be filled to capacity.

It is also clear from our data that HMC employees do not expect to have free child care available to them. Almost all of the interested respondents indicate a willingness to pay, on the average reporting an ability to handle $55 per child per week. The wide range in ability to pay, however, suggests that a sliding scale fee system is important. Our data indicate that there are at least 80 HMC employees who need child care but whose family incomes are below $20,000 per year.

Responses regarding the importance of various features of child care suggest that such a facility should include care for sick children and should provide meals, provide a drop-in service for short periods of child care, and offer an after school program for school age children. The data also indicate that there are a large number of employees (at

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[2]The estimates are based on the assumption that nonrespondents have no interest in child or dependent care. In fact, there are surely some nonrespondents who were interested but did not fill out the questionnaire for some other reason.

Table 1
Minimum Estimates of Family Care Needs[a]
Hershey Medical Center and Elizabethtown Hospital Employees

	HMC[b] (n = 540)	EHRC[c] (n = 152)
Cost of Child Care		
Number with children	654	70
Number dissatisfied	199	18
Missed workdays	907[d]	83[d]
Late workdays	1260[d]	150[d]
Interfere w/work occ or freq	270	30
Immediate Child Care Interest (only employees with children)		
Referral service	461	40
Nearby facility	383	33
On-site facility	455	48
No. of children 5 and under	463	43
No. of infants	107	11
Interested families income < $20,000	80	5
Necessary or very important services		
Care for Sick Children	330	31
Drop-in Program	320	29
Meals	317	25
Baby Room for Nursing	162	19
After School Care	291	26
Health Screening	175	19
24-Hour Service	167	15
Interest in Dependent Care (only employees with dependents)		
Referral service	44	4
Nearby facility	36	2
On-site facility	40	3

[a] These estimates are based on the very conservative assumption that nonrespondents have no children, no interest in child or dependent care, etc.

[b] Questionnaires were sent to a random sample of 898 employees, out of a total population of 2,278 (excludes some wage payroll employees). The response rate was 60.1 percent. The numbers presented are extrapolations to the total population based on the assumption described in footnote a, above.

[c] Questionnaires were sent to all 237 EHRC employees. The response rate was 64.1 percent. In line with the assumption described in footnote a, the numbers presented are direct counts from the sample.

[d] Note that these figures are number of days, not number of people.

least 167, perhaps[3] as many as 277) for whom the 24-hour availability of child care is essential. And, given that our data indicate the presence of over 100 infants in families interested in child care, the facility certainly should provide infant care.

With regard to dependent care, the needs are of course considerably less dramatic. However, the size of the work force at HMC is large enough that even though most employees do not currently need dependent care services, the numbers are sufficient to make such a facility viable. Our survey data suggest a potential applicant pool of 40 (perhaps as many as 66) employees. If the 50 percent enrollment ratio holds for dependent care as well as child care, there would be 20 to 33 relatives responsible for elderly or handicapped family members who would be interested in utilizing an on-site facility.

If the Elizabethtown Hospital and Rehabilitation Center (EHRC) were already located in the new facilities at HMC, its employee family care needs would only increase the demand at HMC by about 10 percent. However, until that move occurs, there appears to be enough demand at EHRC to consider seriously the establishment of a family care facility in Elizabethtown (see Table 1, p. 9).

Our data on immediate interest (parents with children currently in the appropriate age range who indicate an interest in using an on-site facility) indicate a potential enrollment of 48 to 75 children. If the Massachusetts Institute of Technology pattern holds, we would expect an initial enrollment of at least 24, doubling within six months. The data on the importance of various services suggest that such a facility should provide care for sick children, meals, a drop-in service, and after school care for school age children.

The provision of infant care, 24-hour service, and dependent care would appear to be more problematic for EHRC than for HMC. There were only 11 infants in the interested families, and our extrapolation of interest in 24-hour service indicates a potential of only 15 to 23

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[3]These larger estimates are based on the assumption that nonrespondents are as interested in child and dependent care as are respondents.

users. Since it is reasonable to assume only intermittent use of the 24-hour service by even these 15 to 23 employees, it does not seem likely that such a service would be self-supporting, and a decision would have to be made regarding an increase in daytime fees to cover the cost of evening and night staff. The projected interest in dependent care of 3 to 5 families certainly is not enough to support an on-site facility. The inclusion of infant and dependent care services in a referral service, however, might provide a reasonable alternative.

University Park. At University Park (UP) we chose to focus on the population of students 25 or older, including undergraduate and graduate students. We conducted no research on the family care needs of employees.[4]

The current costs to students of inadequate child and dependent care facilities is considerable (see Table 2, p. 12). Our data suggest an absolute minimum of 700 lost school days per semester, 1,164 incidents per semester of students arriving late or leaving school early, and a student body that includes somewhere between 288 and 709 older students who feel that the quality and quantity of their work is occasionally or frequently affected by concerns regarding child or dependent care. Among the estimated minimum of 664 students who have young children living with them, about 20 percent are not satisfied.

We asked any of these older students who had children, "If on-site child care were available at University Park, would you have been interested in using the facility?" Our very conservative estimation

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[4]Although any precise statement regarding the needs of University Park employees would require a thorough needs assessment, we might point out that the work force at University Park includes approximately 1,900 more full-time women and 3,800 more full-time men that are employed at Hershey. Even keeping in mind that the work force at University Park differs considerably from that at HMC (e.g., many of the women at HMC are nurses, the night staff is considerable, etc.) and that the Harrisburg area certainly differs in many ways from the State College area, it seems reasonable to assume that there are probably more employees at University Park who would take advantage of on-campus family care facilities than there are at HMC. Our estimate of the short-term employee interest in child care at HMC was a minimum of 455.

Table 2
Minimum Estimates of Family Care Needs[a]
University Park Students

	Undergraduate[b] (n = 317)	Graduate[c] (n = 284)
Cost of Child Care		
Number with children	168	496
Number dissatisfied	50	80
Total missed days	232[d]	528[d]
Total late days	334[d]	888[d]
Interfere occ or freq	108	264
Reduced credits	60	92
Immediate Interest (Includes only respondents with children)		
Referral service	114	228
Nearby facility	88	176
On-site facility	98	256
No. of children 5 and under	92	272
No. of infants	18	68
Interested families with income < $20,000	62	132
Necessary or very important services		
Care for sick children	82	172
Drop-in	74	208
After school care	54	120
Meals	60	144
Baby room for nursing	26	100
Health screening	52	148
24-hour	30	68
Interest in Dependent Care		
Referral service	18	28
Nearby facility	12	12
On-site facility	14	12

[a] These estimates are based on the very conservative assumption that nonrespondents have no children, no interest in child or dependent care, etc.

[b] Questionnaires were sent to a random sample of undergraduate students who were 25 or older. The male sample was 1 in 4 (299 mailed); the female sample was 1 in 2 (359 mailed). The response rate was 48.2 percent. The numbers presented are extrapolations to the total population of 1914 undergraduates 25 or over.

[c] Questionnaires were sent to a random sample of graduate students who were 25 or older. The male sample was 1 in 8 (343 mailed); the female sample was 1 in 4 (403 mailed). The response rate was 38.1 percent. The numbers presented in the table are extrapolations to the total population of 4356 graduate students 25 and over.

[d] Note that these figures are number of days, not number of people.

procedure indicates that among those who currently have children, there are at least 354 who are interested in using child care facilities. If we rely on the MIT experience that initial enrollments will represent about 50 percent of expressed interest (and assume, as other authors suggest, that enrollments would double by the end of the first year), our data indicate that a facility accommodating 300 children (such as that recently built at Ohio State) would immediately be more than half filled with the children of students, and filled to overflowing by the following year.

It is also clear from our data that students do not expect to have free child care available to them. More than four out of five of the interested respondents indicate a willingness to pay. The wide range in ability to pay, however, suggests that a sliding scale fee system is important. Our data indicate that more than half of the students who are interested in family care have family incomes below $20,000 per year.

Responses regarding the importance of various features of child care suggest that such a facility should provide meals, include care of sick children, provide a drop-in service for short periods of child care, and offer an after school program for school age children. Although only about 36 percent of the students indicate a need for a baby room, the numbers involved (at least 126) suggest that a baby room for nursing should be a part of child care services at University Park. Our data also indicate the presence of at least 86 infants in student families interested in child care.

With regard to dependent care, student needs are of course considerably less dramatic. Our survey data suggest a potential applicant pool of 26 or more students. If the 50 percent enrollment ratio holds for dependent care as well as child care, there would be at least 13 families with elderly or handicapped members who would be interested in utilizing an on-site facility.

Altoona. At Altoona our research was focused on the groups we judged most likely to have family care needs, i.e., employees, older full-time students (25 years and over), and all part-time students. For the sake of brevity, we will pool our estimates for students and employees whenever that seems appropriate (see Table 3, p. 14).

Table 3
Minimum Estimates of Family Care Needs[a]
Altoona Students and Employees

	Part-Time Students[b] (n = 187)	Full-Time Students[b] (n = 114)	Employees[b] (n = 152)
Cost of Child Care			
Number with children	63	43	43
Number dissatisfied	12	12	13
Total missed days	54[c]	70[c]	27[c]
Total late days	72[c]	94[c]	58[c]
Interfere occ or freq	33	28	15
Reduced credits	33	15	-
Immediate Interest (Includes only respondents with children)			
Referral service	28	22	30
Nearby facility	23	19	20
On-site facility	31	25	25
No. of children 5 & under	23	23	18
No. of infants	1	4	7
Interested families with income < $20,000	10	16	2
Necessary or very important services			
Care for sick children	18	16	15
Drop-in	26	19	17
After school care	22	21	14
Meals	14	14	8
Baby room for nursing	14	8	6
Health screening	14	10	9
24-hour	8	7	3
Interest in Dependent Care			
Referral service	9	0	9
Nearby facility	5	0	8
On-site facility	8	1	5

[a] These estimates are based on the very conservative assumption that nonrespondents have no children, no interest in child or dependent care, etc.

[b] Questionnaires were sent to all 475 part-time students, to all 147 full-time students who were 25 or older, and to all 236 Altoona employees. Response rates were 48.4 percent and 64.4 percent for students and employees, respectively. Numbers presented are direct counts from the sample.

[c] Note that these figures are number of days, not number of people.

Beginning once again with estimates of costs of inadequate child care arrangements to employees, students, and to Penn State, our data suggest a minimum of 27 lost work days per year and 124 missed school days per semester due to child care problems. We would estimate at least 58 late workdays per year and 166 late school days per semester. Fifteen employees indicated occasional or frequent intrusion of child care worries on the quality or quantity of their work, and 61 students indicated similar interference with their studies. Forty-eight of the student respondents said they could enroll for more credits if more adequate child care were available to them.

A total of 81 students and employees, with a total of 137 children (11 of them infants), said they would be interested in utilizing on-campus child care if it were available. Drop-in care and after school care were the services most likely to be considered important by students; for employees drop-in and after school care were joined by care for sick children as very important. Interest in elder and dependent care was minimal, indicated by eight employees and nine students.

Shenango Valley. At Shenango Valley our research was once again focused on employees, part-time students, and full-time students who were 25 years and over. The basic estimates may be found in Table 4 (p. 16). Beginning once again with estimates of costs of inadequate child care arrangements to employees, students, and to Penn State, our data suggest a minimum of 144 lost school days per semester and 14 lost work days per year due to child care problems. We would estimate at least 131 late school days per semester and 21 late work days per year. Three employees indicated occasional or frequent intrusion of child care worries on the quality or quantity of their work, and 86 students indicated similar interference with their studies. Seventy of the student respondents said they could enroll for more credits if more adequate child care were available to them.

A total of 87 students and employees, with a total of 150 children (13 of them infants), said they would be interested in utilizing on-campus child care if it were available. Drop-in care was the service most likely to be considered important, followed by care for sick children and after school care. Interest in elder and dependent care was minimal, indicated by a total of eight employees and students.

Table 4
Minimum Estimates of Family Care Needs[a]
Shenango Valley Students and Employees

	Part-Time Students[b] (n = 315)	Full-Time Students[b] (n = 99)	Employees[b] (n = 74)
Cost of Child Care			
Number with children	119	36	25
Number dissatisfied	24	14	1
Total missed days	71[c]	73[c]	14[c]
Total late days	122[c]	109[c]	21[c]
Interfere occ or freq	64	22	3
Reduced credits	50	20	-
Immediate Interest (Includes only respondents with children)			
Referral service	58	21	10
Nearby facility	38	15	5
On-site facility	59	21	7
No. of children 5 or under	53	16	4
No. of infants	9	3	1
Interested families with income < $20,000	27	14	1
Necessary or very important services			
Care for sick children	30	11	3
Drop-in	46	16	6
After school care	28	12	4
Meals	21	15	5
Baby room for nursing	25	5	0
Health screening	25	8	3
24-hour	19	4	0
Interest in Dependent Care			
Referral service	7	3	1
Nearby facility	3	2	3
On-site facility	3	2	2

[a] These estimates are based on the very conservative assumption that nonrespondents have no children, no interest in child or dependent care, etc.

[b] Questionnaires were sent to all 664 part-time students, to all 143 full-time students who were 25 or older, and to all 102 Shenango Valley employees. Response rates were 51.3 percent and 72.5 percent for students and employees, respectively. Numbers presented are direct counts from the sample.

[c] Note that these figures are number of days, not number of people.

Once again, it is important to keep in mind that the needs assessment at Shenango Valley did not include an assessment of the number of community members who might enroll at Penn State if on-campus family care were available to them, although the fact that 45.2 percent of students with children said they could enroll for more credits if such care were available certainly suggests the possibility of an impact on enrollments.

Beginning to Address the Problem

Our general recommendation is straightforward: ensure the availability of adequate family care opportunities (including care for children, elders, handicapped, and other dependent family members) for students and employees at all Penn State locations. It is clear to us from our review of the literature and from the information we have collected in hearings and in our needs assessments that (1) many Penn State employees and students do not have adequate access to the quality family care that they need, (2) the burdens created by this inadequacy affect women more than they do men and therefore create unequal access to education and employment, and (3) the current situation is costly to the University, to its students, and to its employees. Universities throughout the country have come to much the same conclusions, and have begun to shift from a focus on child care solely as a training site for students to an interest in addressing the family care needs of their students and employees (Kraft 1984). Strategies for approaching the problem vary dramatically, ranging from information and referral services to the construction of major family care facilities on campus. Choice among the options for Penn State is complicated, of course, by the tremendous diversity among 22 locations that include facilities such as the Hershey Medical Center in which employees far outnumber students, the University Park campus where the employee to student ratio is nearly the reverse of that at Hershey, the Shenango Valley campus where the part-time students far outnumber the full-time students, rural campuses such as Mont Alto, urban campuses such as Ogontz, and so on. Therefore, implementation of the Study Group's general recommendation has different implications for each location. The discussion of implementation

presented below will, therefore, be structured around a general set of options to be considered for each location, leading to a few general implementation recommendations and a number of specific recommendations for those locations at which we have conducted preliminary needs assessments. The discussion will begin with measures designed to improve employee and student access to services both on and off campus and move to a discussion of on-site provision of family care opportunities.

Family Responsive Employment Practices

There are a number of employment practices that have been developed in response to the family care needs of employees, and the Study Group has dealt with them in other recommendation packages. Some of these recommendations are responsive to the scheduling needs of dual earner families with children, elders, or other family members for whom they are responsible. For example, part-time employment of one or more family workers allows a family to schedule its work to ensure that someone is always available at home to care for dependent family members.[5] Thus, the implementation of our recommendations concerning the improvement of the status of part-time employees (Recommendations C.1, C.2, and C.3) is important to employees and potential employees with family care needs. Recommendations E.2, E.4, and E.5--which deal with personal time days, child care leave policy, and tenure eligibility extensions for parents--are also designed to allow employees more flexibility in scheduling time with their families.

"Child care is the fourth highest expense in the American family budget following housing, food, and taxes. Working parents pay between

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[5]Flextime is another employment practice that is responsive to the scheduling needs of families. As we noted in our discussion of the recommendations regarding employee benefits (see Recommendation Package #2, pp. 1-8) flextime is already an option available to some Penn State employees. However, its availablility is not widely recognized by either employees or supervisors, and although we did not make a formal recommendation, we suggested that University policy regarding flextime be "widely publicized so that [supervisors] are aware that they can offer this benefit to employees at their discretion."

$1,500 and $10,000 per year for child care with costs climbing . . ." (Lidke 1986). It is therefore essential that some of our recommendations go beyond offering scheduling flexibility, to providing family care subsidies as a part of Penn State's benefits package. Such benefits are provided in a number of forms by employers throughout the country (U.S. Department of Labor 1982; Friedman 1986). Some employers offer discounts to their employees at employer-run family care facilities or at community facilities that are subsidized by the employer. Others provide direct subsidies in the form of family care credits as a part of the benefits package; these credits can be applied to the cost of the family care option chosen by the employee. Although family care benefits are not necessarily tied to flexible benefits programs, the two often go together, as employers may be concerned about the equity issues that follow from including a benefit that may be useful to less than half of its employees in a fixed benefit program. Flexible benefits programs avoid such equity problems by offering employees a choice among benefits. In the case of family care, for example, alternatives such as additional personal time days or added educational assistance could be chosen in place of family care by employees with no family care needs. Some programs even offer direct reimbursement as an option in their flexible benefits package.[6]

Flexible benefits packages are only one of the means by which an employer can allow employees to receive tax-free family care under the provisions of The Economic Recovery Tax Act of 1981.[7] A second approach is a fixed benefit in which the employer simply pays some portion of care expenses over and above salary. Yet a third approach is

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[6]It should be noted that offering flexible benefits does not preclude a "core" fixed benefits program that applies to all employees. In fact, most such programs are designed so that all employees receive a fixed core of benefits, and choose among various alternative "additional" benefits.

[7]The Study Group has as yet been unable to establish the status of these provisions under the recent revisions in federal tax law.

an option by which employees can have some portion of their salary deducted by the employer and applied to family care credits. Some of these programs also provide tax benefits to the employer, in addition to the benefits of increased productivity, reduced turnover, and so on that have been shown to follow the implementation of family care assistance (Lidke 1986).

Family Care Subsidies for Students

The financial burdens of family care can also interfere with the pursuit of higher education. A survey of returning adult students in the Commonwealth Educational System found that 32 percent of returning adult women had delayed their education because of family responsibilities (Shuman 1987). We have already presented two recommendations regarding the cost of family care for students in connection with our assessment of the needs of returning adult women (see Recommendation N, Package #4). First, the University should, wherever possible, take into account the anticipated cost of family care in assessing the financial needs of students who have applied for financial assistance. Second, the University could establish a special "Parent Scholarship Fund" to provide subsidies to students who must pay for family care in order to continue their studies.

Referral Services

One of the less expensive means by which employers and educators provide family care assistance to their employees and students is through the establishment of referral and information services. The goal of such a service is to provide convenient access to information regarding the family care services available in the local community. Such services can sometimes negotiate automatic discounts for employees or students who are referred through the service, and there are some companies that have become involved in helping to coordinate training for child care licensing in the area to increase the pool of available opportunities for their employees. Although we strongly recommend that information and referral services be established at all Penn State locations, it is clear that the particular structure of the service would have to vary from location to location. In some cases, the high

level of student and employee demand for such a service would merit the development of a computerized data base that provided access to up-to-date information on family care centers and homes, and that could match the individual employee or student need with the care available in the community. In large urban areas, the University might be able to draw upon the facilities of community data bases that have already been developed by private companies or public interest groups. At other locations, where the level of demand and the availability of community care are minimal, it might be possible to make do with a staff member charged to become familiar enough with the local situation to be able to effectively match employee/student needs with available services on an ad hoc basis. Whatever the particular local structure, such services should deal with all types of family care (child, elder, and handicapped), should provide ethnically diverse family care information, and should be well publicized among part-time and full-time student and employee populations. It might also be wise for each location to publicize this service community-wide, as it might well encourage community members to consider the possibility of returning to school.

Direct Provision of Family Care Opportunities

Many universities and colleges offer on-campus family care opportunities to their employees and students, often in connection with early childhood education or human development programs. By 1984, the National Coalition for Campus Child Care had a membership of over 700 center administrators, and it has been estimated that over 40 percent of all two-year and four-year colleges offer family care on their campuses (Kraft 1984). Should Penn State increase its involvement in the direct provision of family care for employees and students? In our hearings throughout the system, the issue of child care surfaced at virtually every campus. It seemed particularly salient at those campuses with large numbers of returning adult students (or those that hope to attract more such students in the future). At some of the more isolated campuses employees expressed concern about the lack of availability of affordable child care, especially for infants. At the Hershey Medical Center (HMC), interest in 24-hour child care was particularly intense. Employees there had been lobbying for over ten years for the provision

of family care facilities at HMC or nearby. They had completed one survey of needs some years ago and were about to embark on another when they discovered that the Study Group was planning to conduct a major needs assessment in cooperation with the HMC Department of Human Resources. As noted above, our needs assessment demonstrated a desperate need for such facilities at HMC; extrapolations from our survey data suggest that 450 to 700 HMC employees would be interested in using an on-site family care facility. If only half of those families actually enrolled one of their children, even a very large facility would soon be filled to capacity. Direct involvement of the University in the provision of family care at HMC is imperative. At University Park, the situation is equally clear; a needs assessment focused on older students indicated that at least 354 students would be interested in taking advantage of an on-site facility. Add to that the potential demand among a work force of over 8,000 full-time employees, and there seems little question concerning the need for a major increase in University involvement in family care at University Park. At both Altoona and Shenango Valley, 80 or more students and employees indicated interest in on-campus facilities. These numbers are certainly large enough to suggest pilot programs at each of these locations to provide direct information on the feasibility of University involvement and to provide some assessment of the impact on enrollments.

Needs assessments such as those discussed above provide information on the potential utilization of family care facilities, information that can be used both in decisions regarding direct versus indirect University involvement in family care and in making choices among the various approaches to direct involvement. The major options for direct involvement in the provision of family care involve three major issues: (1) are the facilities on-campus or are they nearby; (2) who administers the family care program itself, the University or a subcontractor; and (3) what are the most important features of the service?

Facilities. Sometimes family care programs are housed in facilities created out of available space on campus. Examples close to home include the Penn State New Kensington Day Care Co-op and the Cedar Day Care Center at University Park. Both are relatively new facilities created within existing physical structures. At other universities, the

demand for family care opportunities has been sufficient to require the construction of facilities designed expressly to meet the established family care needs of students and employees. For example, the Ohio State University recently completely construction of a facility that will provide space for over 300 children. A third option is the use of space off-campus. Examples include the Ohio State child care program, which used space in the Summit United Methodist Church until its own facilities were completed; and Penn State's own Hershey Medical Center, which currently has no family care program, but has been offered space in the activity hall of a nearby church building (HMC Committee for Women 1987). Churches often have space available that is little used during the week and that they are more than happy to provide at minimal cost as a community service.

Our assessment of the situation at the Hershey Medical Center and at University Park suggests a need that is clearly too large to be accommodated within existing structures, either on-campus or in the community. We therefore recommend that the University immediately begin planning for the construction of major family care facilities at both of those locations. Our recommendation of pilot programs at Altoona and Shenango Valley suggests the need for temporary space, either on-campus or in the local community.

Administration of the Program. There are three basic options regarding administration of a family care program: a University operated program, a program operated by an outside agency under contract to the University, and a parent cooperative. The parent cooperative approach (such as that currently in operation at New Kensington) should be considered only in locations where the demand is quite small and where the clientele would involve mostly students who require a very inexpensive, drop-in oriented program. For larger facilities, universities have chosen either of the other options. The contract approach has the advantage of involving an outside organization with experience in operating family care facilities and of minimizing competition with private enterprise. A university-run facility has the advantage of being completely integrated into the university's policy structure with regard to employee issues.

Characteristics of the Program. However such a facility is administered, we believe that there are a number of characteristics of the program that are absolutely necessary. The first is ethnic diversity of the staff, in line with the University's major interest in increasing the ethnic diversity of its staff and student body and in creating an atmosphere that contributes to the elimination of ethnic prejudice and discrimination. An ethnically diverse staff would, of course, contribute to the diversity of the University community, but it would also serve to expose the children in the facility to experiences with adults from ethnic backgrounds other than those of their family. A second necessary feature is a sliding fee scale. Our data indicate that there are many Penn State students and employees who have family care needs, but very little money. A sliding fee scale would help to provide all of them with access to quality care for their families. Drop-in care is the fourth service that we feel is very important wherever there is a significant student population involved in the University's family care program. Students are typically working with very small budgets, but with enough flexibility in the scheduling of their classwork that they can arrange their schedules to minimize their need for paid family care services, during short periods of time, while they are actually attending classes. Finally, our data indicate that infant care will probably be a necessary component of child care services at most locations.

We also believe that the University should be a leader in attending to the growing need for elder care. Although our data do not indicate large numbers of families who currently feel a need for such services, the integration of elder care into a child care program requires minimal effort and adds an intergenerational element that works to the benefit of all involved. At this point, we would also like to encourage the University to include internships and other educational opportunities as an integral part of its planning. Although we have argued for a shift of emphasis to meeting the needs of students and employees, the major implication of that recommendation is an increase in the extent of the services available. There is no reason why such programs should not continue to provide opportunities for training and education. Indeed, our discussions with medical staff at the Hershey Medical Center

indicated a major interest in the opportunities a family care facility would provide for pediatric and geriatric students and personnel to encounter healthy populations in their areas of interest.

Implementation Recommendations

The discussion above leads to a general recommendation that Penn State implement policies that will provide students and employees at all locations with access to affordable, quality family care opportunities. Steps should be taken to (1) ensure the availability of adequate family care opportunities at all locations, (2) enhance student and employee ability to afford quality family care, and (3) facilitate the scheduling of family and work time to accommodate the needs of employees and students with family care needs.

Availability of Family Care Opportunities

Recommendation S.1: Conduct complete needs assessments at all Penn State locations. Such assessments should include the extent of student and employee needs and should also address needs among potential students.

Recommendation S.2: Implement family care policies at each Penn State location as necessary. Such policies should ensure adequate access to drop-in care for the children and families of students, and adequate access to full-day care for the children and families of employees. Child and family care services offered directly at the University or indirectly through a contractor should include infant care, should have an ethnically diverse staff, and should involve a sliding scale fee system to provide access to low income students and employees. Wherever possible, family care services should include elder care as an integral part of the program.

Recommendation S.3: Begin immediate planning for the construction of family care facilities at the University Park campus and at the Hershey Medical Center. Appoint a Family Care Committee to develop plans for the administration of those facilities and programs.

Recommendation S.4: In the interim, appoint a committee at the Hershey Medical Center to investigate means by which the University could contract with a private agency to provide temporary family care programs for University employees in the vicinity of the Hershey Medical Center and the Elizabethtown Hospital and Rehabilitation Center until the facility recommended above is completed.

Recommendation S.5: Develop pilot family care programs for the Shenango Valley and Altoona campuses.

Recommendation S.6: Establish family care information and referral services immediately at all Penn State locations, offering information to students and employees regarding the family care opportunities that are available to them in the local community.

Cost of Family Care

Recommendation S.7: Develop a procedure by which employees may have their child and family care costs deducted from their pay to take advantage of the Tax Recovery Act of 1981 or any other tax laws that are currently applicable. Investigate the feasibility of adding family care credits to the current benefits package, either as a fixed benefit or as part of a flexible benefits add-on to a core benefits package (see also Recommendation E.1).

Recommendation S.8: Whenever possible, include the likely cost of family care in assessments of need in student financial aid programs. Establish a special "Parent Scholarship Fund" to offer child care subsidies to full and part-time students at all locations.

Scheduling Work and Family Life

Recommendation S.9: Implement Study Group Recommendations C.1, C.2, and C.3, which deal with benefits and compensation for part-time employees and would enhance the ability of some Penn State families to schedule their work lives around family care responsibilities.

Recommendation S.10: Widely publicize the University's flextime policy, which makes flextime available to employees at the discretion of their supervisor. Encourage supervisors to allow flextime whenever possible to facilitate arrangements for family care.

Recommendation S.11: Replace sick leave and vacation days with personal time days. This time could be used by employees for sick leave, family care, vacation, or other personal responsibilities (same as Recommendation E.2).

Recommendation S.12: Clarify and revise the current child care leave policy so that parents of biological or adopted children of any age may be eligible to go on leave without salary and have the option of retaining accumulated sick days or vacation days (same as Recommendation E.4).

Recommendation S.13: Refer to the Faculty Senate Committee on Faculty Affairs a recommendation to modify PS-23 so that provisional faculty may be granted up to one extra year of tenure eligibility after the birth or adoption of a child (see Recommendations E.5 and G.10).

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II. WOMEN'S CURRICULUM AND PROGRAMS

General Recommendation T

Implement policies regarding curriculum and faculty appointments that will enhance the visibility of the Women's Studies Program. Continue its growth in directions that will provide clear women's studies career lines for its faculty, and that will solidify its position in the academic community. Provide the staff support that will allow it to function effectively as an interdisciplinary, intercollege program.

General Recommendation U

Implement a University-wide, inclusive curriculum integration effort to encourage and support faculty who wish to revise their courses to be more inclusive of the activities. accomplishments, and perspectives of women and people of color. Appoint a University Curriculum Integration Committee and provide resources to implement curriculum integration programs throughout the University.

General Recommendation V

Increase staffing, allotment, and space for the Center for Women Students to provide adequate support for its missions of advocacy, information dissemination and educational programming, and liaison on matters concerning women students at all Penn State campuses.

Statement of the Problem

During the last 15 years universities throughout the country have experienced a dramatic improvement in the gender balance of curricula and educational programming. There are three major components of these changes in higher education: women's studies programs, curriculum integration projects, and centers for women students.

Since its establishment as a scholarly pursuit in American higher education in the early 1970s, women's studies has grown from an informal collection of courses and individual scholarly contributions to an established discipline with programs offered in over 500 institutions of higher learning, a national association with over 3,500 members, and a wide variety of highly esteemed outlets for scholarly publication. Women's studies programs provide the academic home in which women's studies scholars pursue their work and develop knowledge of the pervasive impact of gender on the nature of all human activities. They also provide the setting in which the women's studies scholars of the future are trained, and they provide undergraduate programs for the many students who wish to pursue their interest in women's scholarship in depth.

In the late 1970s, however, women's studies scholars became concerned that the new scholarship produced by their discipline was not being integrated into the general curriculum. The majority of students were not being exposed to women's studies courses and were receiving a male biased education that had to a large extent ignored the sweeping transformations that women's scholarship had produced throughout the traditional disciplines. Scholars and teachers who had completed their educations before these transformations had occurred, and who had since been engaged in the pursuit of their own special interests, were teaching introductory courses that ignored the new scholarship and in many cases were still severely male biased. In response to the situation, a wave of curriculum integration programs has swept the country, and a wide variety of strategies have been developed to encourage the professoriate to integrate the "new" scholarship on women into their courses and to facilitate the reeducation required to allow them to make the transition to a gender-balanced curriculum.

The number of centers for women students in American higher education has now grown to over 380. The purpose of these centers is to meet the needs of women students by providing a structure to handle those needs directly or to refer the problem to appropriate units in the university or local community. In meeting the needs of women, the centers perform numerous functions, including advocacy for women, dissemination of information, educational programming, counseling and

referral, coordination of joint projects to enhance programs and services, assistance for reentry of women students; and social interaction.

Penn State, like other universities, has benefited from the development of scholarship and curricula regarding women and from the long overdue attention to the special needs of women students. The Penn State Women's Studies Program, established in 1979, currently offers an undergraduate minor that draws upon courses in Women's Studies and in affiliated departments that reach more than 1,500 students per year. The Center for Women Students, established in 1985 at University Park, has had a dramatic impact on the level of nonclassroom educational programming dealing with women's scholarship and women's issues, sponsoring programs that reached over 6,000 members of the University community last year alone.

The recommendations discussed below are focused on the strengthening of these trends at Penn State. The Women's Studies Program has recently entered a period of dramatic growth, and the decisions of the next few years will shape its direction for years to come. The Center for Women Students has been an important force for women students, but is seriously understaffed and underfunded, and some of our earlier recommendations will place even greater burdens on the Center for programming in areas such as classroom climate and rape prevention/education. The curriculum integration movement, however, has yet to have a serious impact on Penn State's curriculum. Although it is certainly the case that there are some Penn State faculty who have integrated the new scholarship into their courses, experience elsewhere suggests that without the encouragement and assistance of curriculum integration projects, the faculty will continue to present material that is seriously (albeit usually unintentionally) biased. Gender-balanced education (based in a strong Women's Studies Program, a highly visible and adequately funded Center for Women Students, and the inclusion of the new women's scholarship in courses throughout the curriculum) is the heart of a gender-balanced University.

Women's Studies at Penn State

The Women's Studies Program at Penn State has recently entered an important transitional period. For the first seven years of its life, the Penn State program had been organized around a group of affiliated faculty with full lines in other departments, and a curriculum that consisted almost entirely of non-cross-listed courses taught by those faculty in their own departments. The Program functioned with only one half-time faculty position of its own, the Director.

The consequences of this organizational structure have been threefold. First, the visibility of the program among students is minimized. Although the Women's Studies Program materials list over 25 courses, the Baccalaureate Degree Programs Bulletin lists them only in their home departments; they are not cross-listed. Thus, when opening the Bulletin to "Women's Studies," one finds a listing of only 3 courses,[8] not 25. This also means that students looking for interesting women's studies courses in the semester course schedule get the impression that there is little available. For example, the Spring 1988 Schedule of Classes lists only 4 courses (other than independent studies), while fliers about the program list these courses plus 16 women's studies courses taught by affiliated faculty in their own departments.

Second, the absence of a women's studies faculty with appointments in Women's Studies has an impact on the careers of women's studies scholars. Many of the insights that women's studies scholarship has contributed to academia in the last 15 years have been based in the documentation of the depth of male bias in disciplines ranging from art to zoology. One of the consequences of this male bias is that women's studies scholars who have appointments in traditional disciplines have been and still are handicapped in the pursuit of their scholarly interests and their careers (Freeman 1979). The barriers come in the form of a male dominated faculty, a male biased set of outlets for publication, the general denigration of women's studies related areas

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[8]Other than the standard independent study and special topic numbers listed for all programs.

within other disciplines, and tenure evaluations that give little legitimacy to publications in even the most highly esteemed women's studies journals.

Third, this structure has an impact on perceptions of the scholarly status of the discipline in the University community. Although over 200 institutions around the country offer undergraduate majors in women's studies, 66 offer master's degrees, and 30 offer doctorates, the Penn State structure contributes to a view of women's studies as not a "real discipline." At Penn State, Women's Studies has had no real faculty and very few real courses. Its image among the faculty is so vague that it is often confused with the Center for Women Students and other offices, committees, and organizations with "women" in their title.

Penn State has recently begun to take steps to rectify this situation. In fall 1986 recruitment began for the addition of eight (49 percent) positions to the Program over a period of four years. Given that the Program faculty at that time consisted of only a half-time director, the two appointments made in the first recruitment year[9] have tripled the size of the budgeted Women's Studies faculty, and the long-term plan will produce a budgeted faculty nine times its original size. In anticipation of this growth, we believe that a number of steps must be taken immediately to (1) provide necessary staff support, (2) increase the visibility of the Program, (3) establish the kind of women's studies career lines that will allow the Program to attract high quality faculty to its new positions, and (4) provide the Women's Studies Program with its proper place among the "real" academic disciplines.

Staff Support

The issue of staff support is already a serious one for the Women's Studies program and the situation will become considerably worse if the program is allowed to grow without accompanying increases in staff and

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[9]An Assistant Professor of History and Women's Studies beginning fall 1987, and an Associate Professor of Sociology and Women's Studies beginning fall 1988.

allotment. The interdisciplinary nature of the program and its commitment to extensive nonclassroom programming create a particularly intense office workload. Courses in the Women's Studies minor (and of course the faculty that teach them) have been located in over 20 departments, in six colleges, and at Penn State locations throughout the state. Problems of coordination are therefore considerable, but the Women's Studies Program is staffed by only a half-time Director, a grade five clerical position, and wage payroll and work study employees. The Director reports that she spends considerably more than half-time in her position, much of it on work that would be more appropriately handled by an administrative assistant.[10] We strongly recommend that an administrative assistant position be added to the Women's Studies staff, that the Director's position be converted to full-time, and that the clerical position be submitted for reclassification and regrading as appropriate. Furthermore, as the size of the budgeted faculty increases ninefold, serious consideration should be given to further increases in staffing, allotment, and space.

Visibility

The visibility issue involves the nature of faculty appointments and the structure of the Women's Studies curriculum. With the planned addition of eight new faculty lines (49 percent appointments), the Women's Studies Program will have nine faculty members whose titles will reflect their involvement in the Program. However, the considerable contributions of the other twenty-five affiliated faculty members, many of whom have been and will continue to be heavily involved in teaching Women's Studies courses and carrying out the committee assignments that are required in the administration of any program, will remain

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[10]Our brief survey of the top ten public universities indicates that staffing for the Penn State Program is low. Penn State falls below the median for number of staff work hours budgeted per week (see Table 5, p. 36). Furthermore, all nine of the universities that responded to our questionnaire indicated that their women's studies program had either an assistant director or an administrative assistant.

Table 5

Comparison of Penn State with Women's Studies Programs
at Nine of the Top Ten Public Universities

Institution	Offers Major	# of Independent Courses	# Faculty Budgeted 50% or more*	# of Hours Office Labor per Week
Median of Nine Top Public Universities	-	10	2	129**
Penn State	No	3	0***	105
Ranking (of Ten)		(10)	(7)	(7.5)
UC Berkeley	Yes	10	3	210
UC Los Angeles	Yes	10	0	129
Univ. Illinois	No	38	3	85
Indiana Univ.	No	8	0	128
Univ. Michigan	Yes	19	2	105
Univ. Minnesota	Yes	50	4	130
North Carolina	Yes	5	1	163
Univ. Texas	No	7	0	28
Univ. Wisconsin	Yes	15	8	120

*Does not include Director.
**However, all nine had an assistant director or administrative assistant.
***The College of the Liberal Arts has stipulated that all of the new Women's Studies positions must be at least 51 percent in a department.

unacknowledged in their titles and therefore invisible to students and to most other members of the University community. We would recommend that the Women's Studies Program be asked to develop a procedure for continuing to identify faculty members to be offered nominal joint appointments in the Women's Studies Program.[11]

A second important matter related to faculty appointments is the location of all of the new Women's Studies appointments in the College of the Liberal Arts. Although the Program is housed administratively in Liberal Arts, it has in the past offered courses taught by affiliated faculty from six of the ten colleges, and is currently seeking to add connections with other colleges as well. Although it is therefore clear that the Program will continue to have affiliated faculty in many colleges, we believe that the intercollegiate nature of the program should be institutionalized in the creation of budgeted appointments with colleges outside of the liberal arts. There are two possible mechanisms for the creation of such positions. First, the Women's Studies program could be given a number of 100 percent appointments that would be used to create joint appointments in other colleges. This approach has the advantage of offering a clear incentive to other colleges for involvement with Women's Studies. A second approach would be to establish a Provost's Women's Studies Matching Fund, which would be used when a candidate is being recruited by Women's Studies. Since Women's Studies is only allowed to pay 50 percent of a faculty appointment, the fund would be available to pay for the remaining half presently picked up by the home college. This approach has the advantage of institutionalizing and advertising the support of the Provost's Office for the growth of connections between Women's Studies and all of the University's ten colleges.[12]

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[11]As this document was being written, steps were being taken to implement in a number of such "courtesy" appointments. The process of identifying faculty members for such appointments should be routinized to incorporate new faculty as appropriate.

[12]Both of these recommendations refer to lines beyond the eight (49 percent) lines in Liberal Arts.

With regard to curriculum completeness and visibility, there are three matters that require attention. The first issue is the number of core courses offered in Women's Studies, courses that are not cross-listed with other departments or programs. Our brief survey of women's studies programs at nine of the top ten public universities found the median number of such courses to be ten; Penn State currently offers three, placing it below all nine of the top ten public universities who responded to the questionnaire (see Table 5, p. 36). The Women's Studies Program should be asked to expand the number of formally listed Women's Studies courses to cover basic women's studies topics that are not appropriate for cross-listing with other departments and programs. Second, action should be taken immediately to list all women's studies courses in the Women's Studies curriculum. There appear to be approximately 18 permanent courses affiliated with Women's Studies that are currently offered in other departments, but are not cross listed with Women's Studies. These courses are currently virtually invisible. Cross-listing is a simple step that will announce to the student body that Penn State does indeed have a Women's Studies curriculum. Third, the steps recommended above will give visibility to a Women's Studies curriculum that is clearly adequate for the offering of a major. Furthermore, the affiliated Women's Studies faculty is active in research, writing, and publication, and heavily involved in the graduate programs in their home departments. The addition of the new budgeted faculty positions over the next few years will add an even clearer component of research activity in women's studies. Therefore, we believe that the Women's Studies Program should be encouraged to submit proposals for offering an undergraduate major and a graduate minor in Women's Studies.

Career Lines

The career pattern issue is complicated by the interdisciplinary nature of much women's studies work. Women's studies scholars often find themselves torn between their commitment to women's studies and a tenure process that is controlled by a "home" discipline. It is unfortunately the case that faculty tenure and promotion committees in the traditional disciplines give little credit for publications in

women's studies journals; the major focus is on publication in the top journals of their own discipline. The problem is compounded by the remnants of male bias in those very journals, a bias that makes it difficult for women's studies scholars to publish in them. Furthermore, committed women's studies scholars want to publish in women's studies journals to communicate their work to other scholars who are not in their home disciplines. Another layer of difficulty in home disciplines comes from a general tendency to denigrate "women's work," much of which is nontraditional and therefore perceived as less legitimate, or even as a threat to scholars who are doing work that may be attacked as male-biased in the women's studies literature.

The structure of the new appointments in Women's Studies will leave these scholars completely vulnerable to such problems; the appointments are all required by the College of the Liberal Arts to be at least 51 percent in a traditional department. Thus, even after the current period of dramatic growth, the Penn State Women's Studies Program will have no faculty appointments that reflect even an equal commitment to women's studies and to a traditional department. As Table 5 (p. 36) indicates, six of the nine top public universities had such appointments, the median number being two.

There are a number of possible approaches to the problems created by the interdisciplinary nature of women's studies career lines. First, the proportions involved in Women's Studies appointments could be utilized to emphasize the importance of the faculty members' commitments to Women's Studies. We are concerned that the 51 percent appointment in a traditional discipline may be taken by the tenure committee in that department to imply that the evaluation should focus more on the traditional discipline than on Women's Studies. We recommend that any Women's Studies appointment that will be approximately 50/50 should have the larger percent located in the Women's Studies Program[13] in order to

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[13]Our understanding is that although the Provost's Office is committed to having all appointments at least 51 percent in one unit (to guide the flow of budgetary paperwork), and to having all tenure decisions clearly lodged in one unit, the 51 percent need not be in the
(Footnote Continued)

counteract the tendency to ignore contributions to women's studies journals, Women's Studies committees, and other activities related to the Women's Studies aspects of the appointment. Second, the Provost's Office could become more active in making its position on the value of joint appointments clear. Guidelines could be developed for the setting of workloads and the evaluation of scholarship that is published in multiple disciplines, and statements could be issued regarding the importance of giving equal value to accomplishments in both of the fields in which an appointment is shared.

Although the steps recommended above would help to mitigate the career line problem to some extent, the granting of tenure within Women's Studies itself would be an even more effective step. We recommend that four of the new Women's Studies positions be combined into two full-time faculty positions in Women's Studies, and that tenure and promotion decisions for these full-time positions be made by special committees made up of Women's Studies faculty and other faculty members who have women's studies interests.

Issues of Legitimacy

We believe that the problems of legitimacy currently encountered by the Women's Studies Program would to a large extent be solved by the steps recommended above. The new Program would have its own courses, its own faculty, an undergraduate major and a graduate minor. Those courses and faculty would be more visible to the academic community. The Program would be involved in tenure and promotion decisions in a way that would make it clear that women's studies is a legitimate academic discipline. Finally, the structure of such a program would place Women's Studies in a much more viable recruiting posture, allowing it to compete more effectively with other programs around the country. Penn State would be more likely to be able to attract major scholars to its

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(Footnote Continued)

tenure granting unit. Thus, although we believe that Women's Studies should be a tenure granting unit, this particular recommendation does not require such a status.

faculty, to work in the kind of scholarly environment that produces its own legitimacy.

Implementation Recommendations

We believe the following recommendations should be implemented (1) enhance the visibility of an already strong Women's Studies Program, (2) shape its growth in directions that will provide clear women's studies career lines for its faculty and that will solidify its position as a legitimate member of the academic community, and (3) provide the staff support that will allow it to function effectively as an interdisciplinary, intercollege program.

Recommendation T.1: Take action immediately to cross-list the women's studies courses that are currently offered in other departments by affiliated faculty. Expand the number of core Women's Studies courses to cover basic women's studies topics that are not appropriate for cross-listing with other departments and programs. Encourage the Women's Studies Program to submit proposals for offering an undergraduate major and a graduate minor in Women's Studies.

Recommendation T.2: Ask the Women's Studies Program to develop a procedure for continuing to identify faculty members to be offered nominal joint appointments in the Women's Studies Program. Increase the intercollege component of the Women's Studies Program by establishing a number of 100 percent appointments that Women's Studies would use to create joint appointments in other colleges. Alternatively, establish a Provost's Women's Studies Matching Fund, which could be used by Women's Studies to pay the 50 percent of a joint appointment presently covered by the home college.

Recommendation T.3: Issue statements from the Provost's Office making its position on the value of joint appointments clear. Develop guidelines for the setting of workloads for joint appointments and for the evaluation of scholarship that is published in multiple disciplines; stress the importance of giving equal value to accomplishments in both of the fields in which an appointment is shared. Any joint appointment with Women's Studies that will be approximately 50/50 should have the larger percentage located in the Women's Studies Program in order to counteract the tendency to ignore contributions to women's studies journals and Women's Studies committees. Combine four of the new Women's Studies positions into two full-time, tenure-track faculty positions in Women's Studies.

Recommendation T.4: Add an administrative assistant position to the Women's Studies staff, convert the Director's position to full-time, and submit the clerical position for reclassification and regrading as appropriate. As the number of budgeted faculty increases ninefold in the next few years, consideration should be given to further increases in staffing, allotment, and space.

Curriculum Integration

The nature of the curriculum integration movement is captured eloquently in the introduction to "How to integrate women's studies into the traditional curriculum":

> After more than a decade of pathbreaking activity in developing courses and research on women, the Women's Studies movement is adopting another strategy for reaching its goal of transforming curriculum and research so that all phases of education . . . will accurately reflect the lives and concerns of women as well as men. This new strategy . . . seeks to move the new scholarship on women into the traditional curriculum. Women's Studies teachers/scholars have become increasingly aware that, despite the large numbers of students who take Women's Studies courses, most students in colleges and universities graduate without any exposure to materials on women. Incorporation of Women's Studies into the traditional curriculum has been slow, indirect, and usually accomplished by Women's Studies professors themselves. Few professors outside of Women's Studies specialties have incorporated the new research on women into their courses. In reaction to some of these limitations and to reach those students and professors not directly involved with Women's Studies, a spontaneous and almost simultaneous movement has developed on campuses throughout the United States in the last few years" (Dinnerstein, O'Donnell and MacCorquodale 1981, 1).

This movement has involved a wide variety of strategies and tactics for introducing traditional faculty to the new women's scholarship and to the changes that it has produced in the traditional disciplines.

Although the focus of the curriculum integration movement has been derived almost exclusively from women's studies, we wholeheartedly agree with a recent statement of an ad hoc Penn State committee on curriculum integration[14] that "the study of the human experience must incorporate activities, accomplishments, and perspectives of women, non-whites, and non-westerners" (Committee on Curricular Integration, memo, August 3, 1987). We also find ourselves in basic agreement with that committee that the time has come for Penn State to implement a comprehensive,

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[14]We have benefitted greatly from the work of that committee and have drawn freely upon it in our discussion below. Rather than interrupt the flow of this document with repeated references to the committee's discussion and recommendations, we give credit here.

inclusive curriculum integration effort, and we are pleased to find that the University is already moving forward in an area that we consider so central to the development of an inclusive educational institution.

The basic task of curriculum integration is to eliminate the male, white, Western European bias that pervades so much of our curriculum and to contribute to the development of a professoriate and a student body that are familiar with the perspectives and contributions of women and people of color in all academic disciplines. In order to reach as many students as possible, curriculum integration efforts elsewhere have to a large extent focused on the basic, general education curriculum, and that is the tactic that we recommend for Penn State.[15] The Provost's Office is currently moving forward with some of the first necessary steps. Plans are underway to appoint a University committee on curriculum integration. We would recommend that the committee be structured to include adequate representation of the traditionally male-dominated colleges. Curriculum integration efforts are often launched within the liberal arts (as they were here) and care must be taken to encourage full participation of all sectors of the academic community. Curriculum integration efforts in science and engineering are one avenue by which we might address current problems in those areas with regard to the recruitment of women and people of color (McMillen 1987).

One of the first priorities of that committee will be to plan a curriculum integration conference for the faculty involved in the development of course outlines for general education breadth courses. We believe that this is a useful first step, and we were particularly pleased that the original proposal for the conference included a major focus on faculty at non-University Park locations. Published materials on curriculum integration indicate, however, that more intensive experiences must also be provided to faculty (Aiken et al. 1987, Helly

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[15]In addition to curriculum integrations within the traditional general education courses, we recommend that the general education requirements be reviewed to ensure that they include adequate opportunities for students to take courses in women, Blacks, and other neglected groups as part of their breadth and depth requirements.

1985). Changes in the habits of years or decades do not come easily. The "new" scholarship is extensive and the relevant content and pedagogical techniques of curriculum integration are not likely to be familiar to most faculty members. We therefore recommend that the second priority of the new committee should be to plan a series of 8-12 week summer institutes that will provide extensive exposure to the appropriate scholarly and pedagogical materials, and an opportunity for faculty members to work with other faculty and with experts in curriculum integration to develop new approaches to their courses. Resources should be provided to the committee to allow them to bring in consultants to assist in the development of plans for these summer institutes and in the writing of grant proposals to seek outside funding.[16] However, we believe that curriculum integration is essential, and that the University should be prepared to allocate internal funds for such institutes if external funding is not available. Whatever the funding source, we would recommend that the development and implementation of curriculum integration summer institutes be coordinated in the Provost's Office with the assistance of the Women's Studies Program, the Black Studies Program, the Center for Women Students, and the Paul Robeson Cultural Center.

The concept of team teaching offers another means by which the University could facilitate the process of curriculum integration. Professors with expertise in women's studies, Black studies, and other relevant areas could work with more traditional professors who teach general education courses, cooperatively developing a new syllabus and teaching the course as a team. Visibility and support for such a program could be given by the Provost's Office through the establishment of a curriculum integration team teaching fund that would compensate the home units of the team for the extra time involved in the cooperative effort, i.e., the time put into syllabus revision by both professors and

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[16]The inclusive structure of the proposed programs suggests the possibility of funding from sources interested in affirmative action and equity matters. A focus on science and engineering would open up the possibility of funding from sources such as the Naitonal Science Foundation.

the time spent by the women's studies or Black studies professor teaching in another department. Such a fund could also be used to hire visiting professors whose full-time duty would be team teaching and consulting on curriculum integration.

Finally, we recommend that current curriculum and instructional development programs give high priority to curriculum integration efforts. Calls for proposals for the use of funds focused on curriculum and instruction matters should include a special invitation of projects that include a component of curriculum integration. For example, the Equal Opportunity Planning Committee call for proposals could be revised to draw specific attention to the issue of curriculum integration. The Scholars Program could encourage curriculum integration efforts in the development of cluster courses, as well as in the general honors curriculum. United Federal Bank Instructional Improvement Fund materials could add a focus on curriculum integration. The Microcomputer Fund could be used to encourage curriculum integration. The Instructional Development Program (IDP) could work with the designers of the summer institutes, assist individual faculty members who are revising courses, and work with the teaching teams supported by the Provost's Office. IDP could also occasionally deal with curriculum integration matters in its newsletter, ID, and offer pedagogical assistance to any professors or graduate students who wish to work toward a more inclusive curriculum. Involving IDP has the further advantage of reaching the graduate assistants of today who will become the professors of tomorrow. And there are probably other examples of programs that offer support for curriculum or instructional development that could be used to encourage the faculty to integrate women and minority scholarship into their courses.

Implementation Recommendations

Recommendation U.1: Establish a University curriculum integration committee to develop plans for a comprehensive, inclusive curriculum integration effort that would include the steps recommended below (Recommendations U.2, U.3, U.4, U.5). Ensure that the committee has adequate participation from traditionally male-dominated colleges. Include the Directors of Women's Studies, Black Studies, the Paul Robeson Cultural Center, and the Center for Women Students on the committee.

Recommendation U.2: Develop plans for a workshop for faculty involved in the development of course outlines for general education breadth courses. Provide the resources necessary for the implementation of that workshop.

Recommendation U.3: Develop proposals to offer summer curriculum integration institutes for faculty and to seek outside funding for those institutes. If outside funding is not available, allocate internal funds to implement the institutes.

Recommendation U.4: Establish a curriculum integration team teaching fund to support the use of team teaching in the development of an integrated curriculum. The funds would be used to appoint visiting professors to consult on curriculum integration and teach team-taught courses with regular faculty members and to provide released time for Penn State faculty with interests related to the curriculum integration effort (e.g., women's studies and Black studies) to work with other faculty in the development of integrated courses.

Recommendation U.5: Give high priority to curriculum integration in current curriculum and instructional development programs, such as the United Federal Bank Instructional Improvement Fund, the Scholars Program, the Microcomputer Fund, and the Instructional Development Program. The Equal Opportunity Planning Committee could also include a special invitation for curriculum integration projects in its annual call for proposals.

The Center for Women Students at Penn State

Penn State's Center for Women Students (CWS) opened in September 1985 to provide a centralized unit for meeting the needs of female students. The CWS provides an entry point where women students' concerns can be handled directly or be referred to appropriate units in the University or local community. It has six primary objectives in meeting the needs of women students: advocacy, information dissemination, educational programming, counseling and referral, coordination of existing services, and campus network liaison on matters concerning women students at all Penn State campuses.

The CWS has sponsored or co-sponsored 83 programs attended by nearly 10,000 participants in its first two years of operation. Additionally, several thousand students have sought assistance from the Center for counseling, information referrals, and research and bibliographic resources during its brief tenure. The range of programs and activities offered by the CWS to meet its six objectives is impressive, especially considering the small size of its staff. Last year alone, the CWS sponsored or co-sponsored formal and informal presentations, guest speakers, art exhibitions, film series, workshops, and conferences. In addition to managing the CWS, the director teaches classes, writes pamphlets and articles, speaks at conferences, serves on various University committees, and conducts human relations workshops.

A number of the Study Group's recommendations have dealt with increases in programming that would be conducted by the CWS (cf. Recommendations M.3, P.2, P.3, and P.4). Even though the CWS has successfully reached out to many thousands of women and men in the University community, efforts to expand are seriously hampered by an inadequate level of institutional support. The CWS is staffed by only one full-time director, one full-time grade five secretary, one part-time temporary support position, and two work-study students. The number of CWS employees at seven comparable institutions[17] ranges from

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[17] Indiana, Ohio State, UC-Berkeley, UCLA, Illinois, Michigan, Minnesota.

four to eighteen, placing Penn State near the bottom of the distribution (Tosti-Vasey 1987). Compared to these institutions, Penn State's CWS is already severely understaffed. If the CWS is to meet its ongoing objectives and implement Study Group recommendations for educational programming on sexual harassment, chilly classroom climate, sexual minorities, and rape awareness and prevention, it must be given additional professional and clerical staff positions.

We therefore recommend that two full-time positions be added to the CWS staff. The first of these positions would be focused exclusively on the educational functions of the CWS, particularly programming related to rape education and prevention (see Recommendation P.3) The second position would be focused on the advocacy functions of the CWS and on outreach to non-University Park locations. Although one of the major functions of the CWS is to serve as an advocate for individual students, that function is not as visible as it might be and the current level of staffing makes it difficult for the CWS to address its advocacy objective on the scale needed. Furthermore, the location of the CWS at University Park makes all its functions less visible at other locations. We would recommend that this second position therefore be titled Advocate for Women Students, and that the job description include a special role in outreach to other locations. This combination of functions will help to ensure that advocacy for women students is visible throughout the Penn State system.

A second area of concern is the amount of departmental allotment money budgeted for the CWS. The current level of permanent funding is extremely low ($2,416). Penn State's departmental allotment is only 11 percent of the average budget for such centers at the four universities for which information was available.[18] Although the CWS's permanent allotment has been supplemented this year with temporary funds, a more permanent increase is clearly warranted by the current situation; the inadequacy of the allotment will become even more acute with the increased staffing recommended above. Increasing the budget would allow

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[18] UC-Berkeley, Illinois, Minnesota, Ohio State.

the CWS to initiate new programs, enable staff members to pursue professional development opportunities, and provide for a Commonwealth Campus liaison.

A third problem facing the CWS is the lack of adequate facilities for staff and visitors. Information from eight other schools[19] reveals that nearly all of the centers at these campuses are larger than Penn State's (Tosti-Vasey 1987). Most of them contain multiple offices, a reception area, lounge, and library space. By contrast, the Penn State CWS consists of the Director's office, a lounge, and a small secretarial work area that also includes a computer work station and the CWS library. The CWS lounge is subject to provisions to share the space on occasion with another unit. The current 20 hour per week support staff member is housed in a separate building in space loaned by another student services unit. There is, of course, no room to expand for additional staff or library materials.[20] Given the heavy utilization of CWS facilities and the extensive educational programming of this unit, the Study Group recommends that additional space be allocated to the CWS.

In only two years, the CWS has made a major difference in the lives of thousands of female students. These important contributions should not be taken for granted. To be optimally effective the CWS needs additional resources. The University must back up its public statements of support for women by recognizing the value of this unit and committing sufficient resources to ensure continuing and expanded programming in the Center for Women Students.

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[19]Indiana, Ohio State, UC-Berkeley, UCLA, Illinois, Michigan, Minnesota, Wisconsin.

[20]Expansion of the library collection is likely; the Student Challenge for Penn State Development has identified the CWS library as a focus of their fund-raising efforts.

Implementation Recommendations

Recommendation V.1: Add the following two positions to the staff of the Center for Women Students: (1) Rape Awareness/Prevention Specialist (see Recommendation P.3), and (2) Advocate for Women Students. Increase clerical support and staff as appropriate and reevaluate the grade levels of current staff.

Recommendation V.2: Substantially increase the departmental allotment for the Center for Women Students to provide appropriate levels of support for current activities and for the increased activities that have been recommended elsewhere (see Recommendations H.2, H.4, H.5, I.3, I.4, M.2, M.3, P.2, P.3, and P.4).

Recommendation V.3: Increase the space available to the Center for Women Students as appropriate for the proposed increase in staffing and activities.

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III. NON-TENURE TRACK FACULTY

General Recommendation W

Implement policies that will provide non-tenure track faculty members with (1) improved job security, (2) access to promotion and advancement opportunities, and (3) equitable salaries. Encourage units with large numbers of non-tenure track faculty positions to convert as many of them as possible to tenure track appointments. Establish tenure track "clinical" faculty appointments.

Statement of the Problem

The use of part-time and fixed-term faculty has increased nationwide due to declining enrollments, limited federal funds, and tight budgets. Institutions have increasingly used non-tenure track appointments to save money and to increase administrative flexibility, and it is predicted that universities in general will employ even more part-time or non-tenure track faculty in the future (Biles and Tuckman 1986). However, while many administrators have moved towards using more fixed-term faculty, the American Association of University Professors (AAUP) has warned against the conversion of tenure track positions to non-tenure track positions. A recent report by an AAUP subcommittee suggests that "a far-from-negligible class of more or less permanent 'temporary' faculty, a disproportionate number of them women, is on the verge of becoming an established feature of American higher education" (AAUP:15a). The major concern of the AAUP is the development of a two-tier system that negatively affects the non-tenure track faculty, the tenure track faculty, and the quality of the academic institution. Faculty in non-tenure track positions generally face limited job security, low salaries, limited advancement opportunities, heavy work loads, and a limited voice in faculty affairs. Our recommendations therefore have the two goals of (1) reducing the reliance on non-tenure track faculty and (2) improving the conditions of employment for the incumbents of the relatively small number of non-tenure track faculty positions that are a legitimate part of the structure of a large university.

The Situation at Penn State

Increases in the use of part-time and non-tenure track faculty have occurred at Penn State as well; for example, the number of part-time faculty (fixed-term II) has increased from 624 in 1976 to 899 in 1986 (University Faculty Senate 1979:2a). And, although tenure track faculty still constitute the majority of the faculty at Penn State, more than one third (37.8 percent or 938) of the University Park faculty and over half (58.9 percent or 734) of the faculty on the Commonwealth Campuses are not on the tenure track.[21] Furthermore, although these faculty are ostensibly hired to meet short-term instructional or research needs, and most of the appointments are fixed-term, there are a significant number of non-tenure track faculty who have worked at Penn State for many years (see Table 6).

Although the problems of non-tenure track appointments affect both men and women, women are clearly more likely then men to have non-tenure track appointments. In fact, the majority of women faculty members at Penn State are in non-tenure track positions. In 1986-87, 64 percent of the women faculty at University Park were on non-tenure track appointments compared to 31 percent of the men faculty. At the campuses 73 percent of the women faculty held non-tenure track positions compared to 53 percent of the men.[22]

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[21]Figures are from the 1986-87 Payplus file. Percent non-tenure track at Hershey was 45.2 percent; at Capitol, 39.1 percent; at Behrend, 54.6 percent; and Radnor, 33.3 percent.

[22]Since more men than women are on research appointments, the gender differences are greater if we look only at instructional faculty. At University Park the figures are 62 percent non-tenure track for women instructional faculty, 22 percent for men. On the Commonwealth Campuses (where there are very few research positions), the figures are 70 percent for women, 43 percent for men.

Table 6
Years of Service by Gender
Non-Tenure Track Faculty*
1986-87

University Park

Years of Service	MEN Number	MEN Percent	WOMEN Number	WOMEN Percent
21 or more	26	4.4%	2	0.6%
11-20	74	12.4%	20	5.8%
6-10	88	14.8%	30	8.7%
5	28	4.7%	13	3.8%
4	30	5.0%	12	3.5%
3	51	8.6%	28	8.2%
2	95	16.0%	58	16.9%
1	203	34.1%	180	52.5%
Total	595	100.0%	343	100.0%

Commonwealth Educational System

Years of Service	MEN Number	MEN Percent	WOMEN Number	WOMEN Percent
21 or more	6	1.3%	1	0.3%
11-20	27	6.1%	14	4.9%
6-10	13	2.9%	7	2.4%
5	7	1.6%	3	1.0%
4	6	1.3%	5	1.7%
3	8	1.8%	5	1.7%
2	44	9.9%	18	6.3%
1	335	75.1%	235	81.6%
Total	446	100.0%	288	100.0%

*Includes full-time and part-time faculty.
Source: Payplus 1986 file

Conditions of Employment for Non-Tenure Track Faculty

Although we have not had the time to conduct a full scale study of the status of non-tenure track faculty at all locations, the discussion below draws upon a number of sources of information. For basic information on the location and nature of non-tenure track appointments, University payroll files were our major source. In addition, we were able to conduct focus group discussions with non-tenure track faculty in two University Park departments that have a large number of such appointments (English and Physical Education). The major issues relating to conditions of employment for non-tenure track faculty are (1) terms of appointment, (2) salaries, (3) advancement and promotion opportunities, (4) workloads, and (5) atmosphere.

Terms of Appointment

Almost by definition, one of the major problems with non-tenure track appointments is lack of job security. The precise nature of the problem differs depending upon appointment type. The most secure positions are standing appointments, which (although untenurable) do not have a specified ending date and are terminable only upon appropriate notice of termination in accordance with University policy. However, in 1986-87, only 15.2 percent of the female non-tenure track faculty at University Park and 11.8 percent on the Commonwealth Campuses were in such standing appointments.[23] The rest of the non-tenure track faculty were on fixed-term appointments with specified ending dates, and were in the position of having to wait to be rehired every year (or every semester in some cases). Our interviews with fixed-term faculty indicated that they often did not receive notice of renewal of their contracts until June, July, or August, sometimes not until days before they began their teaching assignments. For example, one faculty member who has had a fixed-term appointment for nine years explained that in June of every year, the department head says he "just doesn't know if

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[23] The figures for men were 29.1 percent at University Park, 17.0 percent on the Campuses.

the contract will be renewed." Various faculty commented that the lack of security resulted in feelings of underappreciation of their efforts. As one faculty member stated, "Being up against a yearly contract is degrading and sometimes you get bitter."

The long-term approach to alleviating the problems associated with a two-tiered faculty is the conversion of non-tenure track positions to tenure track positions. However, in order to protect faculty members who currently hold non-tenure track appointments, we recommend that this conversion take place primarily as non-tenure track positions become vacant. Given that the majority of position incumbents are in their first year of service, this approach should not slow down the process of conversion noticeably.

In some cases, a department may have a predictable, long-term need for faculty members who would not generally be qualified for tenure either because they do not hold terminal degrees or because of the nature of their assignments. Although sometimes this problem can be handled through a careful definition of tenure standards in a unit's mission statement (cf. Hershey statement), there may be cases in which non-tenure track appointments are the only viable option.

We are not arguing, however, that all faculty positions should be tenure track positions. There is a legitimate place for a reasonable number of non-tenure track faculty in a university such as Penn State. The clearest such cases involve variable or short-term department needs. Short-term needs arise in connection with faculty released time for grants or leaves of absence, or when a tenure track position is unfilled due to time constraints or an unsuccessful search. Variable, and to some extent unpredictable, needs may arise due to fluctuating student enrollments, although the number of positions involved should be quite small for any particular department or location.

There are two basic approaches to providing job security for non-tenure track appointments. The first is to convert as many fixed-term positions as possible to standing appointments. Job security for positions that must remain fixed-term could be improved through the provision of multi-year contracts. Although there is currently a one year limitation on the length of fixed-term appointments, the faculty senate has recently passed a recommendation to provide multi-year

fixed-term faculty appointments, up to a maximum of five years for a single appointment (University Faculty Senate 1987). For individuals hired after June 1, 1987, these appointments would be renewable up to a maximum of ten years. We recommend implementation of this policy as soon as possible.

Salary and Benefits

Salaries of full-time non-tenure track faculty are presented in Table 7. Two aspects of the data are notable. First, the salaries are very low, some of them lower than entry level clerical salaries. Several faculty noted that their salaries were far below the salaries paid to public school teachers in the area. Second, across locations and ranks women's salaries are consistently lower than the men's salaries. One woman reported teaching six courses a semester and advising a major program on an annual salary of $13,500. We would recommend that the University establish guidelines for non-tenure track faculty salaries and require explanations of appointments that fall below an established minimum.

The income problem for people holding these positions is exacerbated in many cases by problems of eligibility for benefits, since many of the positions are part-time, and therefore ineligible for most benefits. The problem for part-time employees is addressed in our Recommendation C (Part-time Benefits and Compensation). In addition, a number of full-time fixed-term faculty expressed dismay over their summer situation, e.g., living with no medical insurance. They were evidently not aware of University policies that allow them to purchase such benefits at group rates during the summer. The Office of Human Resources should ensure that all fixed-term faculty are advised of the availability of these benefits each year.

Promotion and Advancement

Avenues for promotion and advancement are unclear for non-tenure track faculty. Unlike the tenure track faculty, paths for advancement are not spelled out. Many faculty receive no periodic reviews or evaluations. Opportunities to move from part-time to full-time or fixed-term to standing appointments are often limited. As new positions

Table 7
Average AAUP Equivalent Salaries by Rank and Gender*
Full-time Non-tenure Track Faculty**
1986-87

	MEN			WOMEN		
Rank	Number	Average* Salary	Lowest* Salary	Number	Average* Salary	Lowest* Salary
Professor	11	$43,777	$25,540	1	***	***
Associate Prof	17	$33,745	$13,407	2	***	***
Assistant Prof	48	$25,843	$15,980	15	$23,362	$17,717
Instructor	241	$22,672	$10,879	200	$19,504	$8,590
Lecturer	23	$25,881	$15,313	25	$18,122	$13,120
Sr Res Assoc	22	$41,827	$26,209	1	***	***
Research Assoc	64	$32,184	$12,270	15	$21,821	$14,322
Research Asst	121	$25,463	$11,799	40	$20,389	$12,270
Assistant Libr	0	-	-	7	$17,019	$13,752

*Academic year salary as defined by the American Association of University Professors.
**Excludes Hershey, Behrend, Capital, and King of Prussia.
***No salaries given if there are fewer than three people in a category.

become available, candidates are often hired from outside the university. One administrator advises highly valued faculty to leave Penn State if they desire to advance in their profession. Although such opportunities are to some extent limited by the fact that most of the non-tenure track faculty do not have doctorates, it should be possible to offer advancement opportunities to non-tenure track faculty. The establishment of non-tenure track ranks to provide promotion opportunities for faculty who remain in non-tenure track positions has been proposed recently by the Faculty Senate in connection with its recommendations on multi-year fixed-term appointments (University Faculty Senate 1987). The Senate has recommended additions to academic ranks to include "senior lecturer" and "senior research assistant." The new ranks would provide a clearer definition of positions for faculty with activities focused on teaching or research and will provide opportunities for advancement and recognition of their achievements. We recommend implementation of this policy as soon as possible.

A second matter relating to advancement is opportunity for professional development. Non-tenure track faculty are not often provided access to department funds for participation in professional associations and meetings. Nor are they eligible for sabbatical leaves (see PS-17). We recommend that a sabbatical leave policy for non-tenure track faculty be developed, applying to faculty on standing appointments and to faculty on multi-year contracts.

Workload

The non-tenure track faculty with whom we spoke reported heavy workloads in relation to their salaries. Full-time fixed-term I faculty on "normal" salaries in the Department of English teach seven courses a year.[24] Faculty in the basic instructional program in sport and exercise science report teaching seven courses a semester. In addition, most faculty have other responsibilities for activities in addition to

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[24]They pointed out to us that they have the opportunity to increase their salaries by teaching more courses, an option that they feel is unrealistic given their commitment to quality teaching.

their courses. Many faculty reported working 12 hour days for seven days a week. Some compensated for their low salaries with other employment such as teaching for continuing education. The faculty commented that pay from continuing education far exceeded their pay for teaching identical courses in their departments.

Although the workload issue is a complex one, given that tenure track and non-tenure track assignments are often qualitatively different, we feel that in many locations the non-tenure track faculty are being seriously overworked. We recommend that the University develop guidelines for workloads for non-tenure track faculty and ask departments to provide explanations for any appointments that appear to exceed those guidelines.

Atmosphere

The working atmosphere for non-tenure track faculty varies by department. In some departments, non-tenure track faculty are well-integrated into their units, serving on faculty committees, advising students, designing new courses, and voting in faculty meetings. The integration is double-sided, however, in that that such participation also adds to the workload. In other departments, non-tenure track faculty clearly feel that they are "on a different level." In one unit that hires a large number of women to teach introductory classes, women faculty reported that they felt so second class that they found themselves avoiding even being in the building that housed the department. In the same department, tenure track faculty had circulated memos complaining that the non-tenure track faculty were incompetent and a blight on the department. Following the recent promotion of a woman instructor from a fixed-term to a continuing appointment, the faculty debated (in the presence of the instructor), whether or not the instructor should be allowed to vote in faculty meetings. One male faculty member commented that if such people were allowed to vote, "Let's not hire any more of these people." Women fixed-term faculty reported that they were often perceived as "merely" faculty wives who should welcome any type of employment and any level of salary. The women expressed concern that they were treated as captive workers who lacked other employment opportunities. Despite their high-level qualifications and

performance many of the women reported they were not adequately respected or fairly rewarded. The non-tenure track faculty clearly consider themselves to be professional educators and resent the lack of respect from other faculty and administrators.

Unit heads may improve or detract from the atmosphere for fixed-term faculty. In one department, fixed-term faculty were extremely resentful of their head. A group of lecturers wrote a memo requesting a meeting with the head and never received a response. One woman, who has been teaching in the same department for over five years has never met the department head. Another administrator explains to the fixed-term faculty, "if you don't like it, leave."

Although the informal treatment of non-tenure track faculty is not an easy issue to address with formal policy recommendations, the Provost's Office could issue statements regarding the value of these faculty to Penn State, and urge their integration into the units in which they are employed. This might be done in connection with the development of salary and workload guidelines suggested above, perhaps referring to a subcommittee of the Faculty Affairs Committee of the Faculty Senate a request to prepare a comprehensive proposal on the status of non-tenure track faculty, addressing issues of salary, workload, and integration into the ongoing business of their departments.

Minimizing University Reliance on Non-Tenure Track Positions

Although the argument that non-tenure track faculty meet short-term, intermittent needs may ring true in locations where very few such faculty are employed, the argument is weaker in departments that employ large numbers of such faculty (see Figures 1 and 2, pp. 63, 64). The number of non-tenure track faculty with more than five years of service also suggests that such positions are often more a means of reducing cost than a response to fluctuating needs (see Table 6, p. 55).

It may be inevitable that a University the size of Penn State have a considerable number of non-tenure track faculty positions, but we agree with the AAUP position that the creation of a two-tier faculty is not acceptable. Such a two-tiered system is not in the best interests of the University or of the employees who comprise the "lower" tier.

110	Applied Research Laboratory
53-54	English
51-52	
49-50	
47-48	
45-46	
43-44	Materials Research Laboratory
41-42	
39-40	Chemistry, Molecular and Cell Biology
37-38	
35-36	
33-34	
31-32	Nursing
29-30	
27-28	
25-26	
23-24	Physical Education
21-22	Mathematics
19-20	
17-18	
14-16	
13-14	XXX
11-12	XXXXXXXXXXXX
9-10	XXXXXXXXXXXX
7-8	XXXXXXXXXXXXX
5-6	XXXXXXXXXXXX
3-4	XXXXXXXXXXXXXXXXXXXXXXXX
1-2	XXXXXXXXXXXXXXXXXXXX

67	Mathematics
55-56	General Engineering
53-54	
51-52	
49-50	
47-48	
45-46	
43-44	Ogontz (Continuing Ed)
41-42	
39-40	
37-38	
35-36	Health and Physical Education
33-34	
31-32	Altoona (Continuing Ed)
29-30	
27-28	
25-26	Shenango Valley (Continuing Ed)
23-24	Computer Science
21-22	Accounting & Management, Worthington-Scranton (Continuing Ed)
19-20	X
17-18	X
14-16	X
13-14	XX
11-12	XX
9-10	XXXXX
7-8	XXXXXXXXX
5-6	XXXXXX
3-4	XXXXXXXX
1-2	XXXXXXXXXXX

Figure 2
Distribution of Departments*
by Number of Non-Tenure Track Faculty
Commonwealth Educational System, 1986-87

*Each X represents one department. Departments with more than 20 non-tenure track faculty are identified. Source: Payplus, October 1986.

The scholarly atmosphere of a department is affected when continuing resources are used to hire faculty who teach course loads that effectively prevent scholarly work, receive salaries that make them feel expendable at best, have little or no job security, and are ignored to a large extent in the everyday functioning of the department. The effect on those faculty themselves requires no further comment.

Given that there are legitimate needs for non-tenure track positions in many cases, our recommendations above are designed to mitigate the impact on non-tenure track faculty of their second tier status. However, we believe that the University should take steps to minimize its use of such positions. As a first step, we recommend that the Provost's Office prepare a report on non-tenure track positions in locations that employ large numbers of such faculty. Such units should be asked to convert a reasonable number of those positions to tenure track positions.

Given the current structure of PS-23, however, the conversion of the non-tenure track positions to tenure track positions will not provide an appropriate solution in some locations. For example, many of the faculty at the Hershey Medical Center have assignments that involve primarily teaching and clinical duties, with very little opportunity for research. The emphasis of PS-23 on research and scholarship would work to their detriment were their appointments converted to tenure track positions. Other such locations include the Department of Nursing with a significant clinical training component using nondoctorate RNs, the College of Education with a need for teacher supervisors, the University Libraries, and a variety of departments with smaller programs that have a major professional training component, such as the Social Welfare Program. Although it <u>is</u> possible within current policy to address this problem through the "mission statement" provision of PS-23, our sense is that unit heads are reluctant to make use of this approach, especially with regard to nondoctoral personnel. We recommend that the University consider the establishment of tenure track "clinical" faculty appointments, with tenure criteria designed to recognize the special assignments of faculty in such programs.

Summary

The recommendations above are designed to accomplish a number of tasks. First, reduce the University's reliance on non-tenure track faculty as much as possible. Second, provide the non-tenure track faculty who do work at Penn State appropriate recognition of their major contributions to the teaching and research functions of the University, recognition in the form of equitable salaries, workloads, and job security.

Implementation Recommendations

Recommendation W.1: The Provost's Office should take a strong stand against the use of non-tenure track faculty positions to carry out the continuing work of a department. Locations that employ large numbers of non-tenure track faculty should be encouraged to convert an appropriate number of those positions to tenure track positions (also see Recommendation W.6).

Recommendation W.2: Establish tenure track "clinical" faculty appointments, for use in locations in which there is a continuing need for faculty whose responsibilities involve largely the implementation of a professional training program, internship experiences, and/or clinical duties; or in locations that must rely heavily on personnel without terminal degrees. (Examples of such locations include the Hershey Medical Center, the Department of Nursing, the College of Education, the University Libraries, and the Social Welfare Program.) The proposal should include the development of revised tenure criteria that recognize the special aspects of such positions.

Recommendation W.3: Convert positions of fixed-term faculty who have been employed for five or more years to standing appointments.

Recommendation W.4: Implement the Faculty Senate recommendations regarding multi-year fixed-term appointments and the addition of academic ranks to include the titles of senior lecturer and senior research assistant. Encourage units to convert as many one-year appointments as possible to multi-year appointments. Monitor appointments to such positions to ensure that women as well as men are being considered for them.

Recommendation W.5: Develop a sabbatical leave policy for non-tenure track faculty, applying to faculty members on standing or multi-year appointments (see Recommendation W.4).

Recommendation W.6: Provide individuals on fixed-term appointments with notification of reappointment as early as possible, preferably with no less than 90 days notice before the resumption of the appointment.

Recommendation W.7: Evaluate salaries of non-tenure track faculty who have been in their positions for at least three years. Provide adequate salaries to ensure that valued fixed-term faculty are encouraged to remain. Unit heads should provide salary increases for non-tenure track faculty comparable to tenure track faculty salary increases.

Recommendation W.8: Implement Study Group Recommendation C, which would provide benefits for part-time employees. Notify all fixed-term faculty members of their eligibility for the purchase of benefits during the summer if they are going to be continued in the fall.

Recommendation W.9: Charge the Provost's Office to develop guidelines for consideration by the Faculty Senate regarding appropriate workloads and salaries for non-tenure track faculty. Require explanations whenever those guidelines are violated. As part of those guidelines, emphasize the valuable contributions of non-tenure track faculty and urge their complete integration into the functioning of departments.

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IV. STAFF EXEMPT AND STAFF NONEXEMPT EMPLOYEES

General Recommendation X

Improve conditions of employment for women staff exempt and staff nonexempt employees with respect to (1) salary, (2) opportunities for development and advancement, (3) recruitment into the higher staff grades, (4) abuse of the "more than 40 hour work week," (5) problems of isolation, and (6) representation in University decision-making processes.

Statement of the Problem

The Pennsylvania State University has over 4,000 staff exempt and staff nonexempt employees, about 2,300 of whom are women. Many of the problems discussed here are experienced by both men and women; others are particularly acute for women employees. Staff employees at the University occupy a particularly anomalous position in University staffing patterns. Staff employees, both exempt and nonexempt, experience work situations in which they may be expected to function as independent professionals much as faculty do, yet with little hope of comparable recognition for their contributions to the University. There is no Senate to represent their interests, and, with the exception of nurses at the Hershey Medical Center and University Health Services, no union to negotiate their contracts.

The Study Group on the Status of Women heard testimony from women staff employees of the University in hearings at every location. It quickly became apparent that the problems faced by this employee category were complex, diverse, and defiant of easy solutions. Necessarily, several of our specific recommendations call for detailed analyses of such issues as salary equity and gender differences in entering rank and time spent in rank, as well as for a reworking of the position descriptions of staff jobs that could help to give women staff some idea of how they might advance, of what positions across the University are in fact reasonable for them to aspire to in seeking promotion. Studies of the specific situations in many of the areas where women are concentrated--certainly nursing, libraries, and

extension, but also other, slightly less visible ones--need to be done as soon as possible. At this point, our recommendations are based on a broad comprehension of the problems in this group.

Many issues of vital concern to staff women--including child care, sexual harassment, and flexible benefits--have already been addressed in previous recommendations. In the following paragraphs we will be dealing with the issues of isolation of women staff, salary and grade, professional development/career ladders, position descriptions, grievance procedures, and representation within the University community.

Isolation

Women staff employees may be found in every possible work setting at the University. Many women staff members work in one of the areas of highly concentrated female employment, such as nursing, the extension service, or the University Libraries. Others may be found in small, isolated offices where they have no peers and virtually no opportunity for advancement. The more fortunate staff employees work in environments that include a number of staff employees in varying grades, with a strong proportion of jobs at all levels occupied by women. In such situations, employees on the lower rungs of the career ladder can at least see possibilities for advancement. There are opportunities for mentoring and far less chance that an individual woman employee will be treated as an outsider. A work situation like this may, of course, have other disadvantages, but at least the mix of jobs, ranks, and gender is a more or less healthy one.

Our concern is with two more common and considerably less positive work environments, those in which a relatively large number of employees, mostly women, are concentrated in the lower grades of staff exempt or nonexempt categories or, alternatively, those in which the office has only one or two staff employees. Both of these situations are highly limiting work environments.

When the women are located in relatively large work units dominated by women in the lower staff grades, there may be much mutual support among the workers, but there is little hope of advancement and little sense of how to move out of the unit to a comparable job elsewhere in the University. Often such movement is actively discouraged by one's

supervisor. Women in such offices feel that the University takes them for granted, and morale tends to be especially low.

Staff women in small offices face other problems. They are particularly vulnerable to abuse of their time. Mentors are hard to find for such women, they receive little help from the University in trying to find appropriate advancement, and they may find it particularly difficult to find the time or resources to take advantage of professional development opportunities.

Closely related to the isolation of the workplace is the general isolation within the University community. Faculty have the Faculty Senate, students have the forums provided by student government, technical-service workers have their union, and clerical employees at least know that they have more or less similar work responsibilities across the University. Staff exempt and staff nonexempt employees seem to be uniquely ill-served by University organization in this respect. Not only do they have no forum in which they can discuss issues of concern to them, but these positions are highly diverse. A staff person in one unit of the University is not likely to have any comprehension of the job being performed by a staff person in some other unit. These two factors intensify the isolating effects of the work situations described above.

Salary, Grade, and Job Description

A number of issues are related to the closely connected elements of salary and grade for staff women. The basic issue appears at first to be quite simple: staff nonexempt and staff exempt men have higher average salaries than staff nonexempt and staff exempt women. However, as with every other employee class we have investigated, staff women are more likely than men to be found in the lower grades (see Figures 3 and

Figure 3: Staff Nonexempt Employees by Grade and Gender, Fall 1986

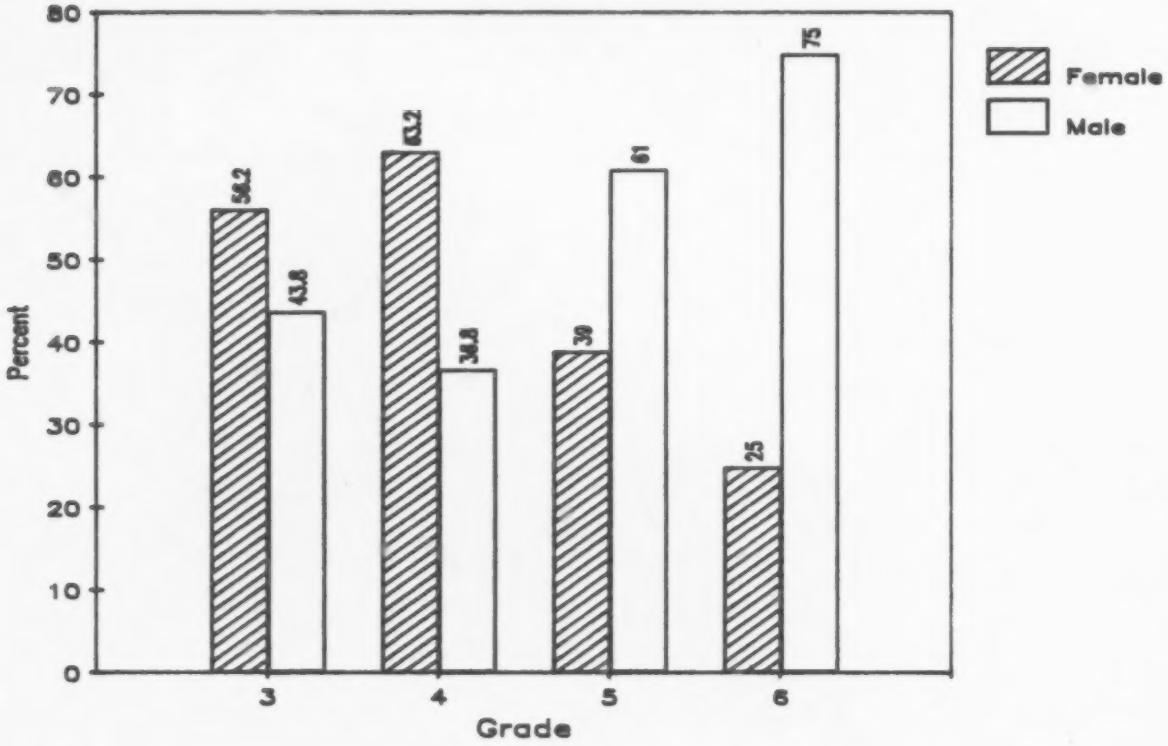
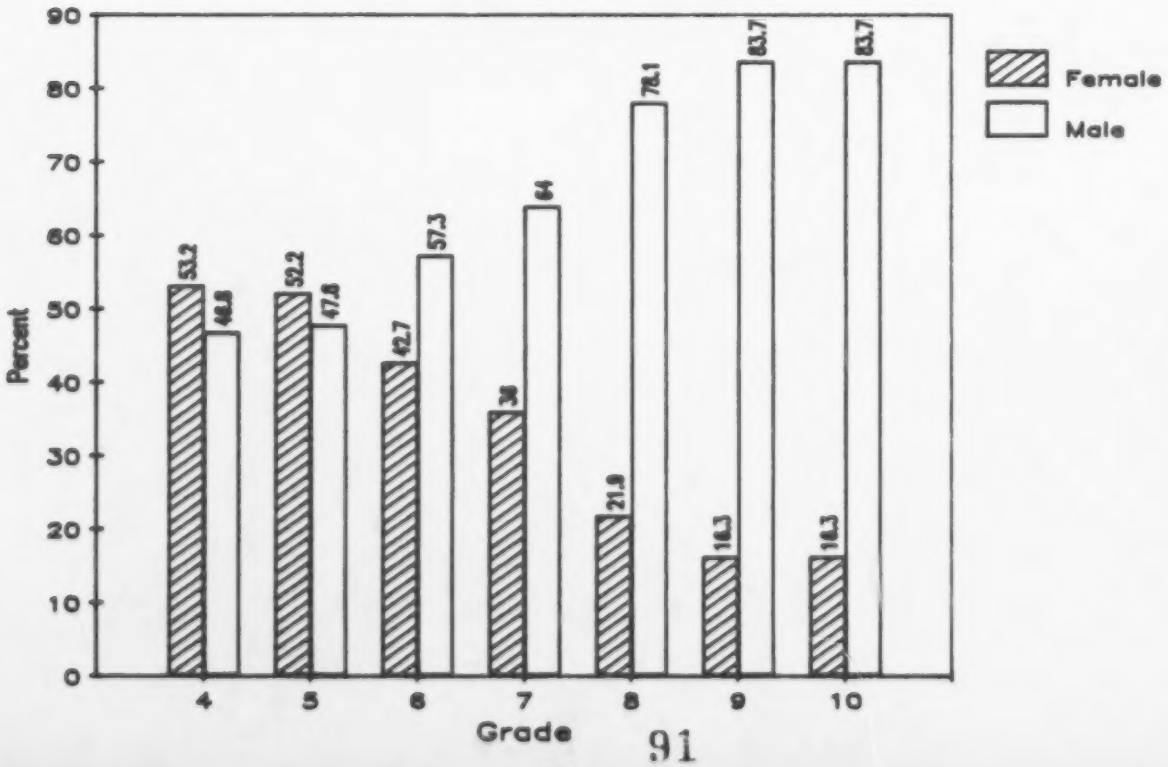


Figure 4: Staff Exempt Employees by Grade and Gender, Fall 1986



4), and grade is strongly related to salary.[25] These differences in grade level could be due either to the grades into which women and men are initially hired, or to differences in the promotional histories of men and women within the Penn State system. In order to distinguish between these two explanations, the Study Group staff used two sources of available data: 1986 payroll files and the employment records of staff exempt and nonexempt employees hired from 1978-1980.[26] The data appear to indicate that the major source of gender differences in grade level is hiring pattern rather than promotional history. First, it may be noted that the data on first year employees in Tables 8 and 9 show patterns that are similar to those for all employees, as follows: (1) staff exempt women (Table 8) are heavily concentrated in the lower grades relative to the men, and (2) staff nonexempt women (Table 9) are heavily concentrated in grades 3 and 4; the men are more evenly distributed across grades 3, 4, and 5. Second, the cohort data presented in Table 10 do not indicate major differences in the employment histories of men and women for the first six to eight years of employment. It is clear, however, that neither men nor women were very likely to have been promoted within that time period, and an alarmingly high percentage of these new employees had already left the University. These findings are preliminary and should not be considered conclusive. They do suggest a need for a much more thorough and broad-based investigation, utilizing a larger and more complete sample to look carefully at gender patterns of promotion within various entry grade levels (an analysis that our small sample size precluded). It would

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[25] A sense of the impact of grade is provided by a preliminary analysis that the Study Group staff completed using 1985 staff exempt data, which concluded that only 59 percent of the gender difference in staff exempt salaries at University Park could be accounted for by gender differences in grade level.

[26] Although the cohort study using employment records was designed to cover the years 1975 through 1980, problems of missing data forced us to confine our analyses to a three year period. As a result, our findings are based upon very small sample sizes and must be interpreted with extreme caution. The restricted sample also confines our investigation to the first 6-8 years of employee experience.

Table 8

Staff Exempt Grade by Gender[a]
First Year Employees, 1986 and 1978-1980

Staff Exempt Grade by Gender

	1986		1978-1980	
Grade	No. Female	% Female	No. Female	% Female
3	--	--	0	b
4	4	100.0%	18	69.2%
5	21	51.2%	9	34.6%
6	30	48.4%	27	43.5%
7	26	56.5%	16	29.1%
8	8	40.0%	3	17.6%
9	1	20.0%	1	b
10	0	00.0%	1	25.0%

[a] Excludes Hershey and Ag Extension. Ag Extension staff exempt are distributed as follows: Grade 4 (4 women, 3 men); Grade 5 (11 women, 6 men); Grade 6 (43 women, 33 men); Grade 7 (42 woman, 58 men); Grade 8 (29 women, 40 men); Grade 9 (9 women, 28 men); and Grade 10 (1 woman, 4 men) For Hershey staff exempt, the distribution is: Grade 4 (0 women, 4 men); Grade 5 (23 women, 8 men); Grade 6 (102 women, 66 men); Grade 7 (50 women, 41 men); Grade 8 (13 women, 24 men); Grade 9 (2 women, 10 men); and Grade 10 (1 women, 5 men).

[b] No figures presented when total n (male plus female) less than 3.

- Indicates total n = 0.

Table 9
Staff Nonexempt Grade by Gender[a]
First Year Employees, 1986 and 1978-1980

Staff Nonexempt Grade by Gender[a]

	1986		1978-1980	
Grade	No. Female	% Female	No. Female	% Female
2	--	--	2	b
3	9	47.4%	6	37.5%
4	15	57.7%	32	62.7%
5	7	26.9%	6	30.0%
6	0	b		

[a] Excludes Hershey and Ag Extension. Ag Extension staff nonexempt are distributed as follows: Grade 1 (83 women, 0 men); Grade 2 (15 women, 0 men); Grade 4 (2 women, 0 men); and Grade 5 (1 woman, 2 men). Hershey staff nonexempt employees are distributed in the following manner: Grade 2 (13 women, 6 men); Grade 3 (68 women, 24 men); Grade 4 (492 women, 42 men); Grade 5 (113 women, 32 men); and Grade 6 (8 women, 2 men).

[b] No figures presented when total n (male plus female) less than 3.

Table 10

Early Employment History
Staff Exempt and Staff Nonexempt
1978-1980 Cohort[a]

	Exempt		Nonexempt	
Standing After 6 to 8 Years	Male	Female	Male	Female
Left the University	45.0%	51.4%	74.4%	60.9%
Still Employed, Same Grade	25.8%	9.5%	9.3%	15.2%
Still Employed, Higher Grade	29.2%	39.2%	16.3%	23.9%
	n = 120	n = 74	n = 43	n = 46

[a] Excludes Hershey and Ag Extension

also be helpful if information would be gathered from former employees to provide some insight into the sources of what seem to be inordinately high turnover rates among new staff employees. The data also suggest, however, that the explanation of gender differences in grade lie primarily in hiring patterns and job grading. We recommend that the Office of Human Resources conduct an analysis of gender patterns in applications for staff jobs at various grades and that a plan be developed for serious affirmative search procedures for staff exempt positions at grades 7 through 10 and staff nonexempt positions at grade 5 and 6.

Job descriptions were frequently cited as a serious issue with women staff employees, as they were with clerical employees. Employee concerns revolved around three major issues. The first was inadequate effort to update descriptions to reflect current job responsibilities and expectations. A second closely related concern was the assignment of grades to positions--some with managerial responsibilities seem to have remarkably low grade assignments. Finally, the presence of the catchall phrase "and other duties as assigned," was perceived to offer supervisors a flexibility that was sometimes abused, in some cases through the assignment of quite inappropriate work tasks, or even personal service tasks.

Although the issue of possible gender bias in the grading of positions has been dealt with in Recommendation A regarding the revision of the Penn State job classification system, we would like to emphasize here that revisions of job classification systems in response to pay equity initiatives do not <u>necessarily</u> lead to equitable increases in women's pay. Research on job reclassification efforts at other locations suggests three steps that the University should take to ensure that pay equity is one of the outcomes of its own efforts in this area. First, the revision process should be monitored by a committee that includes adequate representation of job categories that are female dominated (e.g., librarians, secretaries, etc.) and at least one technically trained <u>advocate</u> of pay equity. This should be a person with a demonstrated commitment to pay equity for women and with the technical training that will allow him or her to understand fully the pay equity implications of the variety of ostensibly technical decisions

that may be involved in the assessment of the current system and the development of a new one. Second, it is crucial that any request for proposals from outside consultants be written to place major emphasis on pay equity issues. It must be clear to potential contractors that one of the central goals of the reclassification will be pay equity. Third, proposals that do not pay specific and expert attention to pay equity issues should be rejected, and only consulting firms that have good records on pay equity aspects of job classification systems should be considered.

Grade, however, is clearly not the only determinant of salary. In looking at staff salaries by grade, the Study Group noted an extraordinarily broad range of salaries within grade. We found that it is not unusual for a staff member to earn more than the minimum salary for positions two grades above him or her. And, as is clear from the data in Table 11, women employees are much less likely than men to be

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Table 11

Staff Exempt Employees[a]
October 1986

Percent Above Salary Minimum for Grade Plus Two by Gender

Grade	Male	Female
4	51.6%[b]	28.6%
5	69.7%[b]	40.1%
6	55.0%	25.0%
7	59.7%	23.1%
8	60.7%	23.8%
9	65.1%	30.0%
10	67.2%	42.9%

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[a]Excludes Hershey and Agricultural Extension employees. Also excludes employees on an S salary plan.

[b]For example, the 51.6% indicates that 51.6 percent of the "male, Grade 4, staff exempt employees" are paid more than the minimum salary for a Grade 6 staff exempt position, and the 69.7% below it indicates that 69.7 percent of the male Grade 5's are paid more than the minimum salary for a Grade 7.

receiving salaries appropriate for a level two grades or more above them.[27] Once again, these patterns could be produced by differences in starting salary or by differences in salary increases over time. Our cohort data (although only suggestive due to small sample sizes) suggest that both factors are involved, at least for staff exempt positions. For example, Table 12, which shows average entry level salary by grade for the 1978-80 cohort and 1986 new hires, suggests that perhaps gender differences in entry level salary are particularly large for higher level positions for both staff exempt and staff nonexempt employees.

Following the cohort through their first six to eight years of employment, we find that the salary levels of men and women are further differentiated by differences in salary increases (see Table 13). The observed differences of two to three percent per year for University Park staff exempt employees could add up to a considerable gender difference in salary over a long period of time, even if men started at salaries similar to those of women. Since there are no promotions within staff grades, salary increases are based entirely on merit and are under the complete control of supervisors. There is great suspicion among staff women that dual career couples and women who are known to have strong roots in the local community are given smaller raises and generally poorer compensation than those with more bargaining power. We recommend that the University undertake a case-by-case analysis of the salaries of staff employees who are being paid significantly less than would be expected given their grade, years of service, and other factors that are legitimate determinants of salary. The Affirmative Action Office has been conducting similar analyses of faculty salaries using a

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[27] We also conducted a regression substitution analysis to control for the effects of market value, years of service, and years in rank. Although these factors do account for some of the observed gender differences, substantial differences remain after controls are introduced.

Table 12
Differences Between Men's and Women's Entry Level Salaries by Grade
First Year Staff Exempt and Staff Nonexempt[a]
1978-80, 1986

	University Park		Other[c]	
Exempt Grade	1986 Difference[b]	1978-80 Difference	1986 Difference	1978-80 Difference
4	d	+ 173	d	d
5	+ 1,250	- 362	d	d
6	+ 2,256	+ 1,559	+ 148	+ 625
7	+ 4,417	+ 1,323	- 1,138	+ 1,339
8	+ 212	d	d	d
9	d	d	d	d
10	d	d	d	d
Nonexempt Grade				
3	+ 57	d	d	d
4	- 307	+ 56	d	d
5	+ 1,925	+ 1,196	d	d

[a]Excludes Hershey and Ag Extension.

[b]Positive numbers indicate that men's average entry level salary was higher than women's. Negative numbers indicate that women's was higher than men's.

[c]Non-University Park, non-Hershey.

[d]Not computed for fewer than 3 men or 3 women.

Table 13

Average Annual Salary Increase in First Six to Eight Years of Service
by Gender and Promotion Status
1978-1980 Cohort

Exempt		University Park	Other Locations[a]
Promoted	Men	13.53% (26)	7.72% (3)
	Women	10.63% (18)	10.97% (7)
Not Promoted	Men	6.01% (44)	5.67% (21)
	Women	4.16% (21)	6.27% (14)
Nonexempt			
Promoted	Men	* (2)	* (0)
	Women	17.20% (5)	* (1)
Not Promoted	Men	6.20% (15)	* (1)
	Women	7.39% (16)	* (2)

[a]Includes all other University locations.

*To maintain confidentiality and to avoid overgeneralization, entries based on fewer than three employees are not included.

regression substitution technique that could also provide guidance for the staff analyses.[28]

A final salary issue for staff employees involves general pay scale concerns. Many staff nonexempt and lower-grade staff exempt employees complained of the "penalty" that may be incurred by accepting a promotion from a clerical to a staff position. Clearly, the University does not intend that a promotion should bring a cut in pay for the employee, yet women considering moves from clerical to staff categories are often warned that this may happen. For example, clerical women testified that they were told that they would have to take a cut in pay in order to move into a staff exempt position.

Professional Development and Career Ladders

Our discussion of work situations has already hinted at what many women staff employees at Penn State perceive to be a critical problem: the lack of career ladders and professional development opportunities. The opportunity to move on to ever greater responsibility and challenge and to gain at least some of the skills and expertise to do this in work-related situations is certainly a reasonable expectation. As professionals and paraprofessionals, staff employees are concerned with possibilities for personal and professional growth in their jobs. It is also the case that many of these women must look to the University for whatever professional opportunities they are to have. Given the realities of the limited professional opportunities with other employers for many types of staff employees at a number of University locations, location-bound staff employees have little choice but to accept what is offered by the University.

Over and over again, women remarked at the Study Group hearings about how limited their opportunities were for advancement. Some

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[28] We have not presented details from our regression substitution analyses of staff salaries due to statistical problems that are created by the great variety of job titles and locations involved. We are less concerned about these statistical problems in this case-by-case context, since the regressions are used only to identify cases for careful individual analysis.

complained about the limited number of staff development programs that were currently available to staff employees. Many felt that there should be more short courses, workshops, and other offerings that would help them to prepare for managerial positions or to move up the next rung of professional responsibility. Women on the campuses noted that they had difficulty gaining access to the few workshops that might be available at University Park. Funds for professional development through participation in professional associations and meetings seem to be critically short. Faculty participation in professional associations is assumed and supported, but there is seldom sufficient recognition of similar needs on the part of staff.

Many women who spoke with the Study Group ruefully acknowledged that perhaps it was just as well that there were no professional development opportunities to raise hopes of advancement. Frustration over lack of career ladders was widespread. One of the problems is that there are very nearly half as many job titles as there are staff employees. It is thus very difficult to know from the outside or from reading an ad in the Intercom whether one's skills and experience are suitable for a particular position. Women do not know whether their professional skills are transferable. It is possible that there are, indeed, many opportunities for professional development and advancement within the University. If so, the University should communicate that these are available and open to all.

It is the Study Group's perception that minority women have found it particularly difficult to seek advancement within the University. They complained of being pigeon-holed in so-called "minority" positions, which typically offer little access to other kinds of jobs. This is another case in which hard data are needed if we are to understand just what is happening to women in these positions. Are we losing individuals in these positions because there is no career ladder, or are other reasons involved?

Ironically, the one small group of staff women who had found a career ladder for themselves was less than enthusiastic about the results. These were clerical employees who had been able to make the jump to staff nonexempt or staff exempt positions. All too often, these women found little acceptance of themselves among the ranks of the staff

and spent much of the working day trying to convince other staff members that they were no longer secretaries. A single job classification system for all employees might help to eliminate such artificial categories (see Recommendation A).

In summary, preliminary evidence indicates that career ladders are frequently ill-defined or even nonexistent for staff women. Although only a more thorough investigation can truly substantiate this conclusion, it is clear that men dominate staff managerial positions in the higher staff exempt categories (see Table 14). For example, fewer than ten percent of grade 10 managers are women. These percentages also suggest that men may have greater access to the managerial experience needed to move beyond staff exempt status and into the executive/administrator employment category.

Table 14
Staff Exempt Management* Personnel
1986-1987

		Men		Women	
Grade	Percent Female	Number	Percent	Number	Percent
5	40.0%	3	1.1%	2	2.6%
6	28.6%	5	1.8%	2	2.6%
7	39.4%	21	7.4%	12	15.6%
8	26.0%	111	38.9%	39	50.6%
9	15.2%	89	31.2%	16	20.8%
10	9.7%	56	19.6%	6	7.8%
Total	21.3%	285	100.0%	77	100.0%

*EEO code "1". Source: Payplus 1986.

The 60-Hour Week

Abuse of the University's definition of staff exempt positions as requiring at least 40 hours per week, was frequently cited as one of the most difficult aspects of being a staff exempt employee. It should be noted that the Office of Human Resources has never advocated the creation of staff exempt positions that routinely require 50- or 60-hour weeks; scheduled work in excess of 40 hours should be the exception, not the rule. At the same time, however, the Policy Manual (PS-28) states explicitly that for staff exempt positions "forty (40) hours a week is a minimum requirement and that many assignments may require longer weekly work schedules." Although many staff exempt women put in fairly standard 40-hour weeks with only occasional periods of overtime, others are in positions where they are chronically taken advantage of. This is particularly true in some of the rapidly expanding, high pressure areas of the University. Such areas can be identified by the high turnover of employees and the exceptionally bitter exit interviews given by women leaving such areas.

Grievance Procedures

Grievance procedures and the role of the personnel representative were serious issues for staff women as they had been for clerical employees. If anything, there is a feeling that there are even fewer options available to staff women than there are to clerical women. Women in small units are in particularly difficult positions because they can so easily be labeled "troublemakers." Most staff women who spoke with us were skeptical of the effectiveness of the current system, and the element of trust so necessary to the functioning of the personnel representative system was simply not there. This problem of grievance procedures and personnel representatives and possible solutions is discussed in detail in Recommendation K.

Potential Solutions

With respect to issues concerning salary and rank, any solution must begin with a reasonably sophisticated cohort study of men and women

staff employees. It is crucial to know whether there are structural problems that are preventing women from moving ahead or from entering staff employment above the lower ranks. Careful thought should also be given to expanding the number of grades or developing steps within them, so that the meritorious service of staff employees could be recognized and rewarded more appropriately. The current structure gives little latitude to the supervisor in this regard. The procedures for awarding staff raises also deserve some serious attention. If staff employees truly have to make do with a smaller pool of funds for raises, some adjustment of the monies available must be made. Clerical or technical-service workers who receive promotions to staff classifications should not find themselves working more hours for smaller paychecks.

The University needs to review its policies toward staff development and promotion. Workshops should be developed with a greater awareness of the varieties of staff needs. Skills needed for promotion to the next logical position should be made more explicit, and staff should be able to get advice on how to go about developing those skills. The University's sabbatical leave policy (PS-17) should be reviewed to consider means of enhancing opportunities for development and the policy should be more widely publicized. At the same time, advertised jobs should explicitly state the varieties of experience that applicants should have in order to be considered for a job. The suggested development of a centralized clearinghouse for University job information that was made in Recommendation J on dual career couples should benefit staff employees generally, as should the career counseling office recommended in Recommendation F on clerical advancement and development.

Even beyond this, however, the University needs to give explicit consideration to the problem of career ladders for staff employees. Where career ladders do not exist, thoughtful attention to the problem may help to develop them. This problem is especially pressing in the case of minority employees who find that there is little chance of moving up the University hierarchy, even after strong service to the University in one of the so-called "minority" positions.

Problems of job classification, job descriptions, and grievance procedures have been dealt with in depth in earlier Study Group recommendations. However, in addition to formal matters of job

classification, the Office of Human Resources needs to emphasize supervisors' responsibility to update job descriptions, to use the "other duties" clause sparingly, and under no circumstances to use their employees for personal service. In addition, the University needs to find ways to prevent the abuse of the 40-hour work week for staff exempt employees. At the moment they have the open-ended working hours of an executive or administrative employee, but there are no comparable rewards. A change in the wording of PS-28 to indicate that staff exempt positions may require more than a 40-hour work week only on occasion should help to correct this particular problem. This situation should not be allowed to stand, and units that show evidence of abuse of the 40-hour work week should be instructed to alter their staffing procedures. Positions in units such as extension or development that consistently require night work or extended travel should at least provide daytime comp time to the employee. We also recommend, however, that the University adopt a policy of compensating nonmanagerial staff exempt employees for overtime beyond a specified number of hours per week. If a job consistently calls for 60 hours of effort, it seems clear that an additional half-time position, not superhuman exertion on the part of the the jobholder, is justified.

The profound isolation that affects staff exempt and staff non-exempt women cannot be overcome easily, but a number of initiatives may at least give these women employees a sense of integration within the University community. A first step would be to identify those women who are located in particularly difficult and isolating situations, to conduct focus group meetings with them to clarify some of the most serious problems, and to identify strategies to address those problems.

Finally, a University council composed of nonacademic employees, with strong representation from staff men and women at all University locations and different job settings, could do a great deal to provide a sense of coherence to University employment for staff exempt, staff nonexempt, clerical, and technical-service employees. These were the groups who were most heavily represented at the Study Group's hearings; it was our perception that Undergraduate Student Government and the University Faculty Senate gave their members an outlet unavailable to nonacademic members of the University community. The council could

provide a place where problem situations could be discussed and where creative solutions could receive a hearing and review. The Study Group's recommendation on clerical development and advancement also noted the acute need for a forum for those employees who now have no voice in the institutional decisions that affect their conditions of employment and opportunities for advancement. Staff employees would know that there was a University-wide forum, with direct access to the administration, that would understand and interpret their concerns to the rest of the University community. Creation of such a council would also acknowledge the importance to the University of more than 4,000 men and women who occupy staff positions in every area of the University.

Implementation Recommendations

Based on these considerations, the Study Group recommends the following:

Recommendation X.1: Salaries for entry level staff positions need to be carefully reviewed with respect to salaries for comparable levels of clerical and technical-service employees. The size of the pool of money for staff raises should be reviewed and compared to that assigned to other classifications of University employees.

Recommendation X.2: Conduct a case-by-case analysis of the salaries of staff employees who are being paid significantly less than would be expected given their grade and seniority. Utilize a regression substitution program similar to that currently being used by the Affirmative Action Office for other employee classes.

Recommendation X.3: Consider revising the current classification system and salary schedules for staff nonexempt and staff exempt employees. The present system has no provision for promotion within grades, and the number of grades is insufficient to provide any real hope of relatively frequent promotion for long-term employees.

Recommendation X.4: The Office of Human Resources should perform a cohort study for staff employees and report the results to the Commission for Women. Hiring patterns, education and experience at entry to the system, rate of progress through the ranks, level of managerial responsibilities, and salary levels for men and women employees in similar job classifications should be examined for evidence of structural discrimination. Ideally, the assistance of a body such as the University employee council (see Recommendation X.8) should be enlisted to develop solutions to problems identified through this study.

Recommendation X.5: Increase the number of women in higher staff exempt categories. Utilize a variety of techniques, including national searches when a pool of qualified women candidates does not exist and the professional development and guidance discussed in Recommendation X.6.

Recommendation X.6: More professional development opportunities including sabbaticals, should be provided for staff employees. The staff sabbatical policy should be reviewed and publicized. The Human Resource Division of the Office of Human Resources should work with the administration to devise additional approaches to professional development, and it should develop workshops for staff employees that will assist them in career planning by indicating the combination of skills necessary and the alternative paths possible for career advancement. Greater care should be taken in writing job descriptions and ads to highlight the skill and knowledge requirements that may be transferable from other kinds of positions. Thoughtful attention should be given to developing career ladders where none now exist.

Recommendation X.7: Immediately issue reminders to all units that routine work expectations should not exceed 40 hours per week for staff exempt employees; 50- to 60-hour weeks should be the exception, not the rule. The definition of position responsibility in PS-28 should be rewritten to read ". . . keeping in mind that forty (40) hours a week is the standard assignment and that longer weekly work schedules should be required on occasion only." Consider adopting a policy of compensating

nonmanagerial staff exempt employees for overtime beyond a specified number of hours per week.

Recommendation X.8: Conduct focus group meetings with staff women in units in which they are isolated, or which employ large numbers of staff in the lower grades, to identify problems and develop strategies to address them. Particular attention should be given to women staff in the agricultural extension system.

Recommendation X.9: Create a University employee council for staff exempt, staff nonexempt, clerical, and technical-service University employees. The council, which would have strong representation from staff women and men at all University locations and with different job settings, would provide a forum for the discussion of problems in which creative solutions could receive a hearing and review. The council should have direct access to the senior vice president for Finance and Operations and advise him or her on nonacademic employee-related issues.

V. THE LEADERSHIP SHARE: TOWARD THE YEAR 2000

General Recommendation Y

Achieve a balanced representation of men and women in leadership positions throughout the University by increasing the percentage of women to 50 percent in academic, administrative, and management positions by the year 2000.

Statement of the Problem

The Study Group has spent two years gathering information and preparing recommendations for dealing with many specific problems concerning women throughout the University.[29] Nevertheless, there is an underlying factor that exacerbates and, in some instances, actually creates many of the problems we have detailed. That factor is the nature of leadership. From the earliest years, the leadership of Penn State has been predominantly male. More than a century later, the overwhelming majority of vice presidents, deans, and campus executive officers, directors, other administrators, and senior faculty are male. While it is certainly possible for men to be fair-minded and gender-blind in developing and implementing policies, our findings suggest that in many instances male leaders decide issues peremptorily, and patronize and intimidate women. Moreover, there appears to be too much dependence on males for leadership and too little attention to opening leadership opportunities to women and incorporating their concerns and aspirations into the governance and administration of the University. While there may be many explanations for this, the fact remains that leaders at many levels within the University are not sending a clear message to the faculty, staff, or students that the work women do--whether intellectual or physical--is as valuable as men's, that women can make valuable contributions in any field of study, and that discrimination or

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[29]Special studies were undertaken including, in the case of this report, interviews or correspondence with many of the senior women faculty and administrators.

harassment in any form on the basis of gender is intolerable. During the course of our work, the Study Group has become convinced that such a message must be sent, and must be sent repeatedly.

The women of Penn State cannot afford to wait for the day when women administrators and faculty are commonplace on every campus. What is needed is more enlightened leadership from those presently in power. Incumbent leaders must be educated to understand that they have an obligation to support women equally. They must be informed that present male-biased leadership is not acceptable within a university dedicated to serving all of the people of the Commonwealth. Only with an equitable leadership philosophy in operation can we increase the number of women in the faculty and in administration, and thereby increase the numbers of women who feel that Penn State is also their university.

The University benefits from a variety of leaders and forms of leadership. However, since most positions of authority are held by male academic and administrative leaders, the Study Group will address ways in which women can become leaders in these two principal arenas.

Academic Leadership

In the Study Group's Recommendations B and G concerning women faculty, we concentrated on the lack of sufficient women at all levels and discussed a variety of strategies for improving their numbers, advancement, salary equity, etc. We return to women faculty in this discussion of leadership for several reasons: first, because women faculty serve as significant agents for important social change toward equality; and second, because women make significant contributions to the intellectual strength of the University and society.

As agents for positive social change, women can alter discriminatory practices and strengthen positive attitudes of all students toward women. Women faculty serve as role models for students who are making critical career and life decisions. The presence of women faculty, their research interests, and their professional experiences all serve to remind female students of their potential. This female presence can also dispel stereotypic limitations on the academic and leadership pursuits of women.

Nevertheless, women faculty in the 1980s remain an embattled minority on most campuses. Despite the efforts of 15 years of affirmative action, women constitute less than 25 percent of the faculties nationwide with the majority appointed as untenured assistant professors or instructors. Nationwide, women comprise less than ten percent of the faculty members who are tenured and who hold senior status. Penn State is no different. Compared to a group of 13 other land grant institutions, this university ranks tenth and fourteenth (last) in the percentages of professors and associate professors, respectively, who are female (see Table 15, page 93).[30] This small percentage translates into a mere handful of senior women: 41 full professors in 1987-88 compared to 706 men.[31]

Despite these small numbers, women who are in the senior faculty ranks are viewed as a success story by many faculty and staff as well as students. Such visibility is a two-edged sword. It can provide opportunities to participate in committees and councils that others may not receive. But if numbers are quite small, senior women can be subject to tokenism, a negative condition in which the individual is projected to be the embodiment of characteristics of their group rather than being permitted to be themselves. Regrettably, many senior women at Penn State are the only woman or one of a very few women in their respective departments and colleges. The unintended outcomes of gender imbalance also reach into the various faculty governance mechanisms such as the promotion and tenure committees, the Faculty Senate, the Graduate Council, and others. The Study Group believes efforts must be redoubled in order to promote and to hire more women into the senior ranks (see Recommendation G).

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[30]Comparison with the top ten public universities yields similar results. See Package #1, Recommendation B, Table 1, page 26.

[31]These figures include faculty on teaching and on research appointments at all locations.

Table 15: Faculty Distribution by Gender and Rank*
University Park vs. Land-Grant Public Universities (Main Campuses)
1986-87

Institution	PERCENT FEMALE					Index of Dissimilarity**
	All Rank	Prof	Assoc	Asst	Instr	
Ave. of 13 Land-Grant Pub. Univ.	19.2%	7.7%	21.5%	32.2%	57.2%	34.2%
Penn State	18.8%	6.4%	10.1%	25.4%	56.7%	43.4%
Ranking	(8)	(10)	(14)	(12)	(9)	(14)
Univ Arizona	18.4%	6.6%	19.9%	32.8%	42.5%	35.6%
UC-Berkeley	13.0%	7.2%	21.5%	30.6%	47.1%	35.4%
Univ Florida	16.2%	6.8%	20.3%	22.6%	64.6%	33.6%
Univ Illinois	13.9%	6.4%	18.1%	25.0%	41.2%	31.4%
Iowa State	28.5%	8.2%	21.9%	34.9%	57.5%	32.6%
Univ Maryland	26.3%	11.3%	23.2%	35.5%	62.9%	30.7%
Michigan State	22.4%	11.0%	25.5%	36.3%	52.4%	31.6%
Univ Minnesota	21.5%	9.7%	26.2%	40.2%	73.3%	34.5%
Univ Missouri	19.8%	5.6%	20.0%	31.7%	77.8%	35.7%
Univ Nebraska	15.8%	5.0%	17.5%	32.5%	60.0%	38.2%
Ohio State	21.1%	5.5%	20.7%	33.8%	68.8%	34.9%
Purdue Univ	18.5%	4.8%	16.5%	28.0%	41.1%	30.8%
Univ Wisconsin	18.9%	9.5%	30.3%	33.6%	65.4%	39.7%

Source: HEGIS Salaries, Tenure, and Fringe Benefits of FT Instr Faculty
*includes all full time faculty (Standing and Fixed Term I, 9-month)
**indicates percentage of women faculty who would have to change ranks in order to make the distribution of women by rank the same as the distribution of men by rank.

Colleagueship and Mentoring

Achieving senior rank is a central goal of any faculty career, but it appears to be particularly difficult for women to attain. Like other professionals, faculty conduct much of their work through "invisible colleges" at their own and other institutions. These colleague systems establish and maintain the standards for professional behavior and the criteria for evaluating the performance of other faculty in teaching, research, and publication. Informal as well as formal associations of senior faculty in each discipline and subdiscipline determine who and what is of importance in the field. To a large extent, these professional networks also determine who has access to positions and to promotions in rank. Thus admission to, and advancement within, a particular field is often made easier if a newcomer is supported by those who are already established and well regarded. Such participation with and acceptance by senior colleagues paves the way to senior status for junior members. Competence is seldom the sole criterion for success in the various communities of scholars.

The importance of colleague networks to subsequent academic success is no different for women, but there are additional barriers for them. One of the greatest difficulties is the tendency of members of such networks to choose persons like themselves as proteges and to overlook (or actively exclude) newcomers who are different:

> In higher education, where senior faculty and administrators are predominately white and male, women and minorities are frequently excluded from the long-established informal systems through which senior persons socialize their successors. Indeed, these systems have tended to function as "old boys' networks," in which male mentors guide and foster male mentees (Hall and Sandler 1982, p. 2).

The net effect of a system where male faculty support certain male students and junior male faculty to the exclusion of women students and faculty is that males accumulate advantages throughout their academic careers while women do not. This has seriously negative effects on women at all stages of assessment and advancement. For example, when candidates are considered for a promotion, they may benefit from having a mentor to write on their behalf. Strong colleague support is critical

in the assessment of any person's credentials. The point here is not that mentoring and other forms of socialization and social support ought to be discouraged; rather, we believe these processes ought to be more widely shared.

Many senior male faculty already provide valuable service by mentoring and sponsoring female students and faculty, and more should be encouraged to do so because men constitute the largest number of potential mentors. Moreover, there is little evidence to suggest that cross-sex mentoring is less effective than same-sex mentoring. There are, however, a number of barriers that keep such assistance from occurring. First is the "comfort factor." Men in many academic units will often find it easier and more usual to work with male proteges. They may view male students as a better investment for leadership development. Choosing a female protege may subject a male faculty member to unaccustomed attention and comment of both a social and sexual nature from colleagues and others. Until cross-gender relationships are the norm, cross-gender mentoring may be viewed as highly suspect (Sandler and Hall 1986, Moore 1978).

It also may be difficult for women to be able to work with other women. If women are isolated from one another, or if male faculty are uneasy about women working together, there may be attempts to disrupt or undercut such working relationships. This is not generally the type of climate where mentoring and other supportive relationships are likely to flourish.

Cross-cultural and interracial mentoring among faculty and students may be similarly difficult. The need here is to communicate carefully and clearly the purpose and nature of the relationship. Not only can messages concerning the nature of the relationship between persons of different sexes be compounded by cultural filtering, but also the expectations that surround the roles of teacher and student, mentor and protege may require direct, basic discussion. Nevertheless, the sharing and growth that can occur along many dimensions of a culturally diverse relationship is very exciting.

The Study Group has devoted special attention to colleagueship and mentoring in our discussion of leadership development for faculty because of the potency of such relationships when successful.

Nevertheless, it must be stated that there are many other ways to provide women students and faculty with the kinds of assistance and support that mentoring offers, and these too should be encouraged in order to establish a climate for maximum participation by women.

There can be several outcomes of effective colleagueship, including more women who are recruited as students and retained as faculty; more women who are tenured and promoted; more women who are awarded endowed chairs, fellowships, and professorships; and more women who achieve national and international acclaim. In other words, women will begin to accumulate their share of the advantages of colleagueship and assistance.

Department Head Leadership

The department (or academic division) is the principal academic home for scholars within the University. Faculty identify with and receive direction and encouragement primarily from their academic units. Department heads are therefore crucial to the growth and development of all faculty in their units. The Study Group is concerned with the leadership provided by this group of individuals because of the critical impact they have on hiring, retaining, and advancing women scholars. We are also concerned because of the small number of women who currently serve as department heads.

The Study Group believes the University should pledge to increase the number of women department heads to 50 percent by the year 2000. This would entail significant effort by the University to increase the current total of 4 female department heads to 38 in 13 years. However, we believe that as academic leaders understand and accept this goal, sufficient efforts and resources will be made available to achieve it.

Additionally, the department head position feeds into the pipeline of academic administration. In some cases, women without prior experience as department head are not seriously considered when competing for deanships or other important administrative positions. As Penn State improves its proportion of women department heads, it is likely that some of these women will eventually move into higher administrative positions here and elsewhere. Thus rather than being known as an

institution that does not welcome female academic leaders, Penn State can build a reputation as an excellent source of female talent.

Administrative Leadership

In 1973 the Carnegie Commission noted that "if women are thinly represented on faculties, especially in traditionally male fields, they are so rarely represented in top academic administrative positions as to be practically nonexistent" (Carnegie Commission 1973). Fifteen years later that statement is still true of most large research universities, including Penn State. While gains have been made in some areas of recruiting for women faculty, the chief decision-making levels of our universities remain the purview of white men. Penn State data (see Table 16) indicate that women currently constitute fewer than 13 percent of the persons in all three major administrative categories: executives, administrators, and academic administrators. Moreover, there is a similarly small percentage of women in the top managerial positions in the staff (Table 16). As a result, the managerial personnel of many administrative units are exclusively male. (See Appendices A, B, and C).

Yet simple numerical counts can only begin to assess how well Penn State or any institution is doing in fulfilling its commitment to equal opportunity for women. In addition to counting the number of women, we must examine the University's organization and managerial operations to determine whether the presence of a larger number of women will make a difference in the overall quality and level of performance of the institution. It is important that the University not only increase the numbers of female employees, but be mindful of their location within hierarchical levels and within the various divisions of the job classification system (Kanter 1978).

This analysis shows that even though the percentage of women in the executive category is quite low, the percentage in other categories is even lower. Those who argue that it is difficult to find qualified women to fill the very top slots seldom make a similar case for lower levels. Yet, the absence of women in the lower levels bodes ill for

Table 16
Women in Leadership Positions*
October 1987

	# of Men	# of Women	Percent Female
Executives	28	4	12.5%
Administrators	64	5	7.2%
Academic Administrators	194	16	7.6%
Department Heads	72	4	5.3%
Top Managerial Staff*	166	25	13.1%

*Source: Payplus 1987 and Office of the Provost. Executive positions (Class 1) were checked with the Office of the President. Administrators are persons identified as Class 2. Academic administrators are persons identified as Class 3. Department heads are academic administrators identified by a rank code of 1. Top managerial staff positions are staff exempt employees (Class 5), grades 9 or 10, identified by EEO code 1 (managerial).

recruiting women into the higher ranks. This means paying close attention to the pipeline of opportunity (Justus et al. 1987).

Although administrative careers are built in a wide variety of ways, the majority of administrators have careers within one or two institutions, so it is important to understand the career structure of an institution and the ways by which individuals come to hold any given job (Moore 1981; Sagaria and Johnsrud 1986). Individuals and institutions can both benefit from a more sophisticated understanding of how the structure of opportunity for internal administrative advancement works. The Study Group would like to see the University conduct such a study in the near term. We believe both men and women will benefit, and the University's senior administrators will have a clearer assessment of the task before them.

In examining the structure of opportunity for women within the University, the Study Group became concerned about several related

aspects of administrative structure. These are: access, complexity, advancement and training opportunities, and governance and decision-making.

Access

Currently, the University Affirmative Action guidelines allow for two forms of recruitment to fill vacancies: internal promotion and external search. Moreover, the University operates these strategies within two different but somewhat overlapping job structures: academic and nonacademic or support. Within the guidelines, the support side of the University gives preference to internal promotion. That is, when a vacancy occurs in a unit labeled nonacademic, the usual procedure is to look first within the unit to fill the vacancy, then to post the job for those within the University and locality to bid. Finally, an external search is conducted. However, there are no guidelines or policies governing searches for positions at the highest executive and administrative levels among the nonacademic staff. Hence, the individuals responsible for filling a position in these highest categories have broad discretion in determining how someone will be appointed.

In view of the fact that top-level positions in administration and staff categories are currently overwhelmingly filled by men, the Study Group believes that a new policy must be devised to cover searches for nonacademic executives, administrators, and managerial staff. This should involve a policy which mandates an external search in every situation in which there are no qualified women and minorities in the internal pool. In order to achieve balance in the numbers of women, minorities, and white men, particularly in the higher pay and grade levels, it is necessary to increase the numbers of qualified women and minorities in the pool of candidates to be considered.

The Study Group is also concerned about the process by which new positions are created and filled. Although we have no data on Penn State, research on such practices nationally (Moore 1982, Sagaria 1986) suggests that white men have tended to benefit disproportionately from the creation of new positions. Although people can point to the appointment of a few highly visible women or minorities at Penn State in recent years, the Study Group believes that the larger share of new

positions has gone to white men, (e.g., Development, Alumni Affairs, and several new assistant dean positions in the colleges). We therefore suggest that the Office of Human Relations, working in conjunction with the Affirmative Action Office, be charged with overseeing the search for and appointment of persons to fill newly created positions within any managerial or administrative category, and that a policy be developed governing such activities in the future.

We are aware that these positions are frequently created in order to expedite a new initiative of the University and that the press of time serves as a reason why appointments are made quickly and without searches. The Study Group believes, however, that affirmative action goals must not be sacrificed for expediency, especially if the long-term effect is to close out women and minorities from legitimate opportunities for which they may be qualified. If time is the crucial variable, then the Office of Human Resources and the Affirmative Action Office need to be so informed and asked to assist on that basis.

In the case of academic administrative position vacancies as defined by PS 22, the preferred method of recruiting is an external search. Internal candidates are not eliminated, but in general it is presumed that these positions will benefit from seeking external candidates. The Study Group supports this policy, especially given the situation of extremely small numbers of women and minorities who are employed in these positions. However, there is enough variation in the operation of this procedure to concern the Study Group. The central question is whether this policy ensures that the best qualified candidates are identified, and whether the procedures are contributing to an increasingly diverse employment structure. PS 22 states:

> The above general guidelines apply in the search processes for filling the positions of department head, division head, program head, academic institute director, academic dean, program head, academic institute director, academic dean, campus executive officer, academic vice presidents, Vice President and Dean of the Commonwealth Educational System, Senior Vice President for Administration, and Executive Vice President and Provost.

The Study Group believes that the positions covered should be expanded to include all academic administrator positions, including

those in the CES system. We further believe that the University must be committed to increasing the representation of women and minorities to 50 percent of all academic administrators by the year 2000.

Unless and until the University makes clear its commitment to a substantial increase in the representation of women and minorities, such as 50 percent, we do not believe that the effort to achieve equity will succeed. The current levels of representation are woefully inadequate; current rates of progress are not impressive. Hence, appointing administrators must be held accountable for making a significant difference in moving the University toward this goal.

For some time now the University, along with other research universities in the country, has been attempting to improve its recruitment and retention of women and minorities. It has done so in the belief that the inclusion of greater numbers of individuals from heretofore underrepresented groups will enrich the talent pool and lead to a more diversely excellent university community. However much that investment has been at Penn State, the results in terms of the numbers of women faculty and administrators have not been on a par with peer institutions, and the competition is likely to increase in the years ahead. Only vigorous pursuit of compliance with affirmative action goals and vigorous compliance with equal opportunity procedures will suffice if Penn State wishes to recruit and utilize its share of the administrative and faculty talent present in the national and local pools of women and minorities.

University Complexity: Advantages and Disadvantages

This University is one of the most complex in the nation. It comprises multiple units with relatively autonomous decision-making powers, orchestrated from a central level housed at University Park. This complexity is both an advantage and disadvantage when it comes to improving the participation of women and minorities.

One of the chief disadvantages of this complexity is the difficulty in coordinating or even overseeing the myriad job vacancies and promotions that occur throughout the University. There is no centralized position posting mechanism, and conformance with hiring regulations is not yet well monitored. As we noted in Recommendation J, this can mean

that certain important policies and procedures relative to affirmative action and equal opportunity may not be observed. Quality control of the recruitment and hiring of hundreds of individuals is in the hands of a large number of unit heads whose commitment to the goals of a diversified workforce is difficult to assess or oversee.

From the candidates' point of view, it is often difficult to know when and where a relevant vacancy for oneself (or a spouse) occurs. Only if the posting is made in a form of media accessible to the candidate do some people learn of openings within Penn State. The Intercom is at present not an entirely effective means of position postings, because it does not reach all persons at all locations on a timely basis nor does it include all vacancies. The University's complexity aids and abets the difficulty of making connections between candidates and position openings.

Another disadvantage concerns the fact that experience gained as an administrator or staff member in one unit may not transfer readily to an opening in another unit. There is little monitoring or advancement assistance given to individuals within the system. This is a particularly difficult obstacle for many women and minorities who tend to cluster in the lower ranks with only limited access or exposure to other levels or units of the University.

These disadvantages can be overcome through a variety of mechanisms which (1) encourage individuals to signal their interest and/or readiness to make career moves, and (2) insist that units post vacancies and position requirements in a clear and meaningful way throughout the University. This would overcome one of the more unfortunate aspects of the current system, namely that women and minorities often feel that Penn State is less interested in them and their abilities than are other institutions. The result is that many of these individuals are more likely to depart than be promoted because they are unaware of relevant vacancies. The Study Group recommends establishing a systemwide job posting using electronic mail and electronic bulletin boards as well as the usual print media.

A second important issue in making internal job opportunities more accessible for women and minorities is the accountability of supervisors for the advancement opportunities of subordinates. There may be a

tendency on the part of some supervisors to exploit the talents of a woman or minority employee rather than to work with that employee to seek and secure further opportunities. If supervisors are not rewarded for their ability to train and "export" valuable employees, there is little incentive to assist them in doing so and considerable incentive to keep such employees "hidden."

Complexity can be a rich ground for enhancing the contribution of women and minorities in many respects. The diversity of locations and units opens up numerous opportunities to grow within Penn State, if such changes are viewed in a positive light as contributing to the overall quality of the University. Yet, there is a perception that in many instances, women and minorities are trapped in positions and given few growth opportunities while more senior positions continue to be filled by white males who are "more qualified." Some women may rightfully ask how they can be expected to become qualified for better jobs if they are restricted to performing routine assignments, are not encouraged to participate in internal or external training programs, and are consigned to play a "supporting role" for male colleagues. The Study Group recommends that administrators be held accountable for providing growth and development opportunities for all subordinate staff, with special attention to women and minorities.

Administrative Training and Advancement Opportunities

Penn State has only recently begun to invest in internal modes of managerial training. We applaud the Administrative Fellow Program as well as the administrative internship being offered in the Commonwealth Education System (CES), which although not exclusively for women have in fact benefited women. Participation in the University's other management training programs is dependent upon an individual unit's willingness to pay the fees and to permit the employee to participate. Based on our hearings and other evidence, it is clear that many women are interested in these programs, but they have been unable to attend because information concerning these opportunities is not readily available and opportunities are not provided to them. Women in CES locations feel particularly disadvantaged. Indeed, the Study Group received several complaints from women who had been refused

opportunities for training by their supervisors, or were told to pay for the program themselves, or to use vacation days to attend.

Moreover, Penn State does not systematically support employee participation in institution-sponsored, external management programs such as the American Council on Education (ACE) Fellows Program, the Higher Education Resource Service at Bryn Mawr, the Harvard Institute for Educational Management, or various other short-term experiences offered by ACE and other professional associations. These programs require institutional sponsorship in many cases. This means such opportunities are largely beyond the control of individuals who may wish to attend and yet whose participation could benefit themselves and Penn State. We suggest that the Women's Opportunity Fund, which was created to recruit women to the University, should be expanded to include funds for development opportunities for individuals and for interested units.

Perhaps more important to the overall effort of increasing women's access to management and leadership positions within the University are the everyday opportunities for individuals to learn and gain experience in institutional management. By this we mean the participation of women and minorities in the many arenas of University decision-making. Especially important is participation in the councils and committees where governance, budget, policy, and operational decisions are made. Women are not part of these groups to any extent because they are not generally appointed to positions that are privy to such decisions. However, we also believe that greater efforts could be made to include more women in these groups immediately.

A university is uniquely an institution of learning, and we see every reason for making its administrative and leadership processes a part of the learning environment. This must, of course, be secondary to our main objective of increasing the number of women in leadership positions, but we think that administrators who involve women assistants so that they will learn as well as assist is a healthy way for the University to do business. It increases the openness and accessibility of the process and heightens the expectation that supervisors are accountable for the growth and development of their subordinates. In other words, administrators across the University do not need to wait for an official administrative fellow or intern to be assigned to them.

They can begin immediately to make learning and advancement opportunities available to female staff members. Here again, an expanded Women's Opportunity Fund could be a source such supervisors could draw upon to assist their women staff members.

Governance and Decision-Making Arenas

Beyond opening up a variety of top-level decision-making councils as learning opportunities for women and minority subordinates, it is even more important to have an adequate representation of women and minorities as active members in such councils. Far too many decision-making areas remain the near exclusive purview of white males. This includes most of the administrative offices of the academic colleges, of the CES campuses, and of various operational units and councils such as the Division of Student Affairs, Alumni Affairs, Development, the Graduate Council, and the Faculty Senate. In our view this is neither healthy nor productive if important viewpoints, expertise, or constituencies are omitted and overlooked.

Diversity needs to be viewed as a significant strength in management and leadership circles if the University wishes to position itself to respond positively to the increasingly diverse populations and constituencies it serves. However, as we have learned in the University's recent attempts to increase the number of Black students and faculty, such efforts call for extraordinary commitment, well-focused action, and strong leadership. The Study Group recommends that the University pledge itself to increasing the participation of women in the various governance councils and arenas, both academic and nonacademic, to 50 percent by the year 2000.

Finally, looking at the University from the point of view of women employees, the Study Group was struck by a governance and management structure which offers no place for three categories of employees that together account for 82.1 percent of Penn State's approximately 7,000 women employees: staff, clerical, and technical-service. Although faculty, students, and administrators have the Faculty Senate and other governance mechanisms, few staff, clerical, or technical-service employees serve on any governance councils of the University. Yet they are directly and vitally involved as implementers in virtually all

decisions and policies of the University. We believe this is an unacceptable situation for an institution that thinks of itself as one community. We recommend that a task force be formed which includes staff, clerical, and technical-service members to consider how best to enable staff and clerical personnel to participate in the governance and operation of the University. The goal must be to create an effective means for staff and clerical employees to have a real voice in the decision-making processes of the University. These individuals have a stake in the University as well as insight and relevant points of view on the issues confronting it. They deserve the opportunity to share in the decisions involved in moving us forward.

Summary

Leadership is a shared responsibility no less in a university than in any other major enterprise. Individuals contribute to the health and strength of the organization based on the expectations they and the organization hold concerning that contribution. In the past, women have not had a very large share in the leadership of Penn State, nor do they today. But the future can and must be different. Why? Because diversity is central to the mission of a land-grant university; because having the very best students, faculty, and staff is in the interests of the University as it strives for greater eminence, and finally, because it is essential to the creation of educated women and men.

Implementation Recommendations

Recommendation Y.1: Develop a strategic plan for the recruitment of women into leadership positions. This will involve analysis of replacement patterns and should employ a "serious search approach" (Recommendation D) to talent identification and recruitment of women.

Recommendation Y.2: Expand PS-22 to include all categories of academic administrator positions. Develop a similar policy to cover nonacademic positions such as vice president, assistant vice president, and director.

Recommendation Y.3: Conduct a study of the opportunity structure for administrative advancement including the use of newly created positions. Assign the Office of Human Relations, working in conjunction with the Affirmative Action Office, to oversee the search for and appointment of persons to fill newly created administrative positions.

Recommendation Y.4: Improve internal advancement opportunities for women and minorities by holding administrators accountable for providing growth and development opportunities for subordinates.

Recommendation Y.5: Increase the numbers of women in higher categories of staff. Require an external search for every vacancy in which there are no qualified women and minorities in the internal pool (see also Recommendation X.5).

Recommendation Y.6: Create a University-wide job posting system using electronic mail and electronic bulletin boards as well as print media.

Recommendation Y.7: Increase the number and percentage of women in senior faculty roles (see Recommendation G) and improve the access of women students and faculty to colleagueship and mentoring. Encourage cross-gender, cross-racial, and cross-cultural mentoring among male and female and faculty and students.

Recommendation Y.8: Expand the Women's Opportunity Fund to include funds for development opportunities for individuals and interested units, in addition to the funds currently targeted for recruitment.

Recommendation Y.9: Increase the representation of women in the various policy and decision-making councils and arenas, both academic and nonacademic, to 50 percent.

Recommendation Y.10: Create a task force that includes staff, clerical, and technical-service employees to recommend how to include them more fully in the decision-making processes of the University.

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VI. ADVOCACY FOR WOMEN

General Recommendation Z

Enhance the current structure of advocacy for women by expanding the resources available to the Commission for Women, the Office of Human Resources, the Equal Opportunity Planning Committee, and the Center for Women Students. Make structural changes in these bodies as necessary to ensure that the following functions are adequately addressed throughout the system: (1) provision of ongoing policy advice to the President on women's issues; (2) monitoring and reporting on the University's progress in addressing women's equity issues; (3) administration of a comprehensive program of education and training at all locations regarding women's equity issues; and (4) provision of support to women with specific equity grievances.

Carefully monitor the consequences of these changes for a period of 18-24 months, after which serious consideration should be given to the possible need for major structural changes to increase the impact of the administration's commitment to the ultimate attainment of gender equity.

Statement of the Problem

The Pennsylvania State University's specific commitment to equity for women has been institutionalized in the "Statement of Principles: Strategies of a Comprehensive University," endorsed by the Board of Trustees on September 12, 1986, as follows: "The University is committed to improving the opportunities and conditions of all women students and employees at Penn State" (Pennsylvania State University 1986, 3). The appointment of the Strategic Study Group on the Status of Women was, of course, a dramatic embodiment of the President's commitment to moving forward toward a gender-balanced University. From October 1985 to December 1987 the Study Group conducted research, developed recommendations, and submitted five separate reports to the President and the Commission for Women, making major recommendations in 25 general

areas.[32] The scope of the issues addressed in those reports suggests the need for an enhancement of the effectiveness of the current system of advocacy regarding issues of gender equity throughout the Penn State system.

The fulfillment of Penn State's commitment to movement toward and maintenance of equity for women requires the accomplishment of four major tasks. First, and perhaps most important, ongoing policy advice on women's issues must be provided to the President and to the heads of units throughout the University. We envision three strategies for the continuing development of policies to address women's issues. The first major policy undertaking will be the implementation of management initiatives to address the recommendations of the Strategic Study Group on the Status of Women. Although the President has recently announced the implementation of a number of policies developed in response to some of our early recommendation packages, most of the work remains to be done. But even beyond the particular recommendations of the Study Group, women's equity goals must be fully incorporated into the general strategic planning process. We have previously recommended (Recommendation B.2, Package #1) that the dean of every academic unit be required to develop an annual affirmative action plan as part of his/her strategic plan, and we believe that charge should be expanded to include nonacademic units. Finally, although the Study Group recommendations are certainly of impressive scope, there remain a number of issues that have been identified as important, but which the Study Group has been unable to address fully within its two year tenure. Because the Study Group recommendations provide only the first push in the beginning of an initiative that will require years for full implementation, it is essential that the process begin with a thoughtful assessment of the means by which Penn State will <u>continue</u> to initiate policy development and advocacy in the interests of almost 7,000 full-time female employees and 26,000 female students.

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[32]This, the final recommendation of the fifth report, brings the number to 26.

The second major task will be to monitor and report on the University's progress in addressing women's equity issues. The Strategic Study Group has identified a wide variety of areas in which data collection and reporting ought to be made routine. Reports addressing issues such as faculty retention, affirmative action efforts in recruiting, gender issues in student retention, and sexual victimization are simply not available on other than an ad hoc basis. Many universities routinely collect such data and submit annual reports to the President. In addition to such routine analyses, special studies will need to be undertaken as requested by the President, the Faculty Senate, the Commission for Women, the Equal Opportunity Planning Committee, and the Affirmative Action Office.

A third necessary equity initiative is the expansion of education and training programs regarding women's equity issues. For example, it appears that many University employees are confused about some of the University policies that address the needs of women. We have also found that recruitment committees do not seem to be fully aware of the comprehensive nature of true affirmative action, and in many cases do not even comply with mandatory reporting procedures. Strategies for the handling of sexual harassment are not widely publicized, and sexual harassment contact persons are in need of continuous training. The Study Group has identified a variety of areas in which enhanced education and training must become a major component of efforts to address the concerns of women.

The fourth major undertaking essential to the success of an equity policy for women is sympathetic response to the concerns of individual women and the carrying out of an advocacy function with respect to individual women's equity grievances. Universities across the country have begun to develop a model of advocacy for employees and students that is based in a view of the university as a cooperative organization of managers, employees, and students striving together to create an effective and equitable educational and work environment. Thus, when equity issues arise either on an individual incident level or with regard to a general class of concerns, it makes sense for the organization to encourage employees and students to move their concerns forward aggressively, with the active assistance of a resource person,

an advocate, supported by the University. The position of women's advocate is that of a highly visible official to whom women can take their equity concerns, confident that they will be dealing with a person who has been charged to act in their interests and to help them to move toward a solution that is perceived by all parties to be just. The advocate is employed by the organization, but acts on behalf of employees and students because the University is grounded in an assumption that the interests of its students and employees <u>are</u> the interests of the University.

The Current Organizational Structure for Women's Equity Issues

Currently, there are five separate offices or ad hoc groups that have an organizational role in promoting women's equity at Penn State: the Strategic Study Group on the Status of Women, the Affirmative Action Office, the Equal Opportunity Planning Committee, the Commission for Women, and the Center for Women Students.[33]

The Strategic Study Group on the Status of Women

The Study Group was appointed by the President and the Commission for Women in October 1985 and charged to spend two years investigating the status of women at Penn State and developing recommendations based on its findings. Its membership consisted of employees and students representing all sectors of the University community. The Study Group was also provided with considerable staff support and a budget that supported a wide range of research activities. This combination of a broad base of experience and an adequately supported research staff was ideal for the charge to develop a set of specific recommendations within a limited time period. The Study Group completed its work in the fall semester of 1987.

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[33]The Department of Women's Concerns of the Undergraduate Student Government is another important advocate for Penn State women. It is funded through the Undergraduate Student Government and is not part of the formal administrative structure of the University.

The Affirmative Action Office

The University's Affirmative Action Office has broad responsibility for the implementation of the University's Affirmative Action Plan with regard to all protected groups, including people of color, handicapped individuals, and Vietnam era veterans, as well as women. It is expected to monitor employment policies and procedures to ensure compliance with the Affirmative Action Plan, to investigate complaints of discrimination, to conduct workshops and training sessions, to complete compliance reviews and annual reports on the status of protected groups, and to serve as a resource for inquiries on matters of equal opportunity and affirmative action. Thus, the Affirmative Action Office has major responsibility for activities in monitoring and training, two of the four areas discussed above. With respect to policy matters, its major focus is on compliance with the Affirmative Action Plan, although the Affirmative Action Officer serves an advisory function in her role on the Equal Opportunity Planning Committee (see below). With regard to specific employee concerns, the Office is primarily involved in the coordination of the University's response to formal complaints.

Equal Opportunity Planning Committee

One of Dr. Jordan's first acts upon arrival at Penn State was the appointment of the Equal Opportunity Planning Committee (EOPC) in July 1983. This committee was charged with the responsibility of monitoring the obligations set forth in the University's Plan for Equal Opportunity, a set of strategies designed to increase the number of Black students, faculty, and staff at Penn State. In July 1987, the EOPC's membership was changed and its charge was enlarged to include recommending policies and procedures to expand opportunities for women and all people of color. The EOPC is now designed to function as an executive committee with broad responsibilities for advising the Office of the President. Its current structure places it in a strong position for advocacy with the President's Office, including among its membership the Vice Provost and Dean for Undergraduate Programs, the Vice President and Dean for the Commonwealth Educational System, the Chair of the Graduate Council, the Vice President for Student Services, and the Affirmative

Action Officer. The chair of the Commission for Women provides specific representation regarding women's concerns.

The Penn State Commission for Women

Established in 1981, the Commission for Women is charged with serving as an advocate for women's concerns and with providing advice and consultation to the President. Its membership is selected to provide representation of women in all categories of employees and students. With regard to the four functions discussed above, its major responsibility is clearly in the area of advice to the President and advocacy regarding general policy matters. It also occasionally serves an advocacy function with regard to specific equity grievances, when individual women take their concerns to the Commission, and the chair makes referrals as appropriate.

The Center for Women Students

In 1985, the University established the Center for Women Students as part of the Division of Counseling and Health Services. The Center serves as an advocate for women students, sponsors educational programs, and provides services and referrals to students. With regard to the four functions, the Center has major responsibilities in education and training, and in advocacy for individual women students.

Enhancing the Current Structure

At this point, we would like to address in more detail the extent to which this current administrative structure is adequate to the task of addressing the four functions discussed in our statement of the problem. We will present recommendations for specific structural changes and resource enhancement designed to facilitate the accomplishment of the four functions discussed above. Although in the specific case of the advocacy function we feel that a new structure is necessary, our general strategy is to recommend changes that will improve coordination among the structures currently in place, and that will provide the specific units with the resources necessary for carrying out their charge.

The Advocacy Function

This is the one area in which the current structure is simply inadequate to the task. At our hearings throughout the Penn State system women employees and students expressed frustration regarding their inability to raise concerns about gender equity issues and to receive appropriate responses. With respect to students, the Center for Women Students does play such a role, but at its current level of staffing and funding it cannot effectively reach out to non-University Park locations. With respect to employees, insofar as women are found to a large extent in low-level, relatively powerless positions, they often feel that they have no mechanism through which they can effectively (and safely) voice their concerns and air their grievances. Although we recognize that there are a number of agencies within the University that have responsibility for the handling of grievances, there is no person or unit with a charge to support and advocate for women employees.

The function of an advocate is to work in the interests of the powerless. The goal, of course, is justice.[34] In cases in which the problems are either problems of communication or matters that can resolved by compromise, the advocate can function as a mediator, bringing the parties together to talk through their differences in the presence of a person trained in conflict resolution. In cases in which a more formal grievance approach seems appropriate, the advocate works with the employee or student to move her complaint forward aggressively and effectively. In cases in which these "normal" channels break down and justice is not served, the advocate can work through "non-normal" channels to attempt to rectify the situation.[35]

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[34]Although the advocate is charged to work in the interests of employees, the goal is justice, and there certainly will be cases in which the advocate feels that the employee's grievance is not justified. The implied charge to be "100 percent behind the employee" refers to cases in which there has indeed been an injustice.

[35]We should also note that in cases in which the injustice follows from the correct application of an unjust policy, the advocate works to change policy.

Women students currently do have such an advocate, the Center for Women Students. However, as we argued in Recommendation V, the Center is gravely understaffed and underfunded, and we have recommended the institutionalization and enhancement of its advocacy function through the addition of an "Advocate for Women Students" to its staff. We also recommended combining the role of advocate with the role of CES liaison to ensure that the advocacy function is carried out at all locations.

The situation with respect to employees is even more problematic. In the absence of a clearly identified employee advocate, women employees now turn to the Commission for Women to play such a role. Although the Commission is sometimes able to be of some help, either through referrals to sympathetic officials in relevant positions or through active advocacy on behalf of the aggrieved woman, its current structure does not allow it to play such a role for any but the most pressing cases. There is no permanent staff attached to the Commission, its members are all full-time employees or students, and even the Chair receives no released time. We believe it is time to create a women's advocate position to demonstrate the University's commitment to fair treatment for 7,000 female employees. There are a number of possible locations for such a position, but it certainly should be highly visible and separate from offices such as Human Resources and Affirmative Action, whose role in employee grievances is perceived to be more neutral. Given our charge to develop recommendations focused on the status of women, our first thought for such a position would be a Women's Equity Advocate position associated with the Commission for Women. If our recommendations regarding the structure of the Commission (see below) are implemented, the Commission will have a visible presence (with an office and adequate staff support) and will continue to have direct access to the President. Another possibility, however, would be to create an Employee Equity Advocate position in the Office of the President.[36] The position might report directly to the President, as a

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[36]Although our major concern is equity for women, it does not seem reasonable to appoint an Advocate for Women in the President's Office
(Footnote Continued)

Special Assistant, or it might report to a Vice President (for example, the responsibilities of the Vice President and Vice Provost, who is currently assigned to monitor and move forward the recommendations of the Study Group, could be expanded to cover all protected groups).

Education and Training

Education and training relevant to the status of women are currently handled primarily by the Affirmative Action Office (with most programming actually conducted by the Office of Human Resources) and by the Center for Women Students.[37] Staffing in these areas for the development of materials and the conduct of workshops and programs is inadequate even to meet current needs. Furthermore, our recommendations have included a wide range of initiatives regarding education and training with respect to women's issues, in such areas as the nature of affirmative action recruitment efforts (B.4, B.6), general atmosphere for women faculty (G.6), training for supervisors and sexual harassment contact persons regarding the sexual harassment of employees (O.3, O.5) and students (H.2, H.4, H.5), workshops on the classroom climate (I.3, I.4), educational programs on the rights of sexual minorities (M.2, M.3), a variety of rape education initiatives (P.2, P.3, P.4), special programs in athletics (Q.10), and a variety of clerical and staff development programs (Recommendations F and X).

The Affirmative Action Office and the Office of Human Resources. The Office of Human Resources has recently added the position of

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(Footnote Continued)

without appointing another for people of color, one for Vietnam era veterans, and so on. It seems more reasonable at this point to begin with an Advocate who would act on behalf of all protected groups (including sexual minorities as per our Recommendation M.1). If the press of cases proves to require increased staffing of the Office of the Advocate, consideration could be given to some specialization in terms of particular protected groups.

[37]Considerable training regarding student issues also takes place through the Division of Campus Life and the Division of Counseling and Health Services. We believe that such decentralization is useful and have elsewhere made recommendations that resources for such programming be enhanced when appropriate (cf., Recommendations H, M, and P).

Manager, Human Resource Development, to its staff. One of the major objectives of this appointment was to work toward the enhancement of employee programming related to the attainment of equity for women and for people of color, and the Human Resource Development Manager has already begun to develop plans for a broad program of activities related to women and minorities. The proposals center around the creation of a full-time service center for ongoing professional development of staff, and tentative plans suggest that many of the initial activities be designed specifically for "women, minorities, and staff with responsibility for same." We are impressed with the scope of the proposal, which appears to include activities that would cover virtually all of our education and training recommendations, including orientation programs for all newly hired women and minorities, support groups for new and present women and minority employees, career development services, individual counseling, a mentoring program, supervisory training, programs on sexual harassment, and so on. Although the details have yet to be worked out, it is clear that the proposed Professional Development Center[38] would accomplish many of the training and educational objectives discussed above, and we strongly recommend that the University commit the resources to make the Center a reality.

The Center for Women Students. Although the Center for Women Students provides the major institutional focus for efforts on behalf of women students at Penn State, its current staffing is minimal and its departmental allotment will certainly not support the level of educational programming envisioned in the discussion above. In Recommendation P.3 we suggested the establishment of a rape awareness/prevention specialist in the Center for Women Students, and in Recommendation V we suggested further enhancement of Center staffing and funding. We need to reiterate here that dramatically increased support of the Center for Women Students is necessary if it is to continue to carry out its educational and advocacy functions effectively. This increased support,

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[38]We believe it might be useful to change the name of the center to "Employee Development Center" or "Career Development Center" to make it clear that it is available to all employees.

combined with careful coordination with the Affirmative Action Office and the Office of Human Resources, is necessary for the creation of an equitable environment for all Penn State women.

Monitoring Progress Toward Equity

Assessment of the status of women at Penn State has been, of course, one of the major functions of the Strategic Study Group on the Status of Women. However, we had to conduct our own research in many of the areas most central to that assessment. There was no set of annual reports focused on gender equity in matters such as salary differentials, promotion patterns (and in the case of faculty, progress toward tenure), retention of employees, recruitment and retention of women students in male dominated fields, the details of affirmative action recruitment efforts, and so on. The monitoring of progress in these areas will require the development of a system for generating annual reports on the status of women.

There is currently no clear structure in place for the coordination of such an effort. Although the Affirmative Action Office prepares annual reports on the status of all protected groups, its current funding does not provide for a major research function. The Affirmative Action Office works with data put together for them by the Office of Planning and Analysis and the Office of Budget and Resource Analysis; the reports focus to a large extent on basic issues of number and location. The Commission for Women and the President, recognizing this hiatus, established the Study Group as a temporary mechanism for generating the needed reports. Now that the work of the Study Group is completed, and the research staff has returned to their former duties, the Commission once again has no clear channel through which to request information for the ongoing monitoring of the status of women.

Although we have considered a number of possible means for increasing the continuity of research on the status of women (including such options as creating a research staff for the Commission for Women or for the Affirmative Action Office), the use of the Office of Planning and Analysis to serve this function has certain advantages that lead us to recommend a continuation and enhancement of its role in conducting research on the status of women. The Office of Planning and Analysis

(OPA) has a research staff with broad experience of the University and continuous involvement in research activities involving University data bases.[39] Furthermore, OPA has the flexibility to devote major resources to special projects temporarily. OPA now includes among its staff two professionals who have worked extensively with the Study Group throughout the last two years doing research and writing reports on women's equity issues, as well as a number of other staff who have worked occasionally on projects connected with the Study Group reports.

The current inadequacies in availability of data can be effectively addressed through the utilization of OPA to (1) develop and implement a plan for an Annual Report on the Status of Women, and (2) respond to requests for special studies on the status of women initiated by the Commission for Women, the Affirmative Action Office, and the Equal Opportunity Planning Committee (EOPC). The most important step in effective monitoring is the development of a plan for a comprehensive Annual Report on the Status of Women. OPA could develop the plan in cooperation with the Commission for Women and the Affirmative Action Office, drawing upon the experiences of the Study Group.[40] The required reports would then be routinely completed by OPA under the leadership and direction of the Commission for Women, which would compile them into an Annual Report to the President. There will also be a need, certainly, for occasional special reports on the status of women as identified by any of the units with responsibility for equity matters. In fact, the Study Group has already identified a number of such areas

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[39]It should be noted that some of the relevant research does not involve the use of available data bases, but requires the collection of data that are not routinely available. In cases in which such projects involve the Commonwealth Educational System, the Division of Planning Studies in CES would be centrally involved.

[40]For example, the first section of the Study Group's Package #1 contains basic data on the number and location of women in the Penn State system, and a number of the Study Group recommendations either deal directly with the need for routine data analyses (e.g., Recommendations G.3 and J.1) or are based in research that ought to be routinely included in an annual report (cf., Appendices D, E and F of Package #1).

(see Recommendations I.1, P.5, and R.2 dealing with the need for special research projects on classroom climate, sexual victimization, and campus health services for women), and will probably suggest others in its final report. Other such projects will no doubt be identified from time to time by the Commission for Women, the Affirmative Action Office or the EOPC.[41]

Advice to the President

Advice to the President on women's issues falls largely within the purview of the Strategic Study Group on the Status of Women, the Commission for Women, and the EOPC. Among these, only the EOPC and the Commission for Women are permanent structures. With the recent expansion of the EOPC charge to include issues of equal opportunity for women, the Commission and the EOPC provide complementary structures for the development of policy initiatives. The Commission provides representation of the perspectives of all categories of women at Penn State; the EOPC provides an executive committee structure that is highly placed in the administrative structure of the University.

The Equal Opportunity Planning Committee. With respect to the EOPC, our major concerns stem from the "youth" of its mandate to address women's issues. The EOPC was appointed in 1983 to address issues of equal opportunity for black students, faculty, and staff; the recent expansion of its charge includes all people of color as well as women. The interests of women are currently represented in the committee membership only by the chair of the Commission for Women.[42] We

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[41]These suggestions have some implications for the staffing of OPA. The immediate situation is more than adequate, since the heavy involvement of OPA in the work of the Study Group has left them with staff who are quite knowledgable with regard to women's issues. In the long run, however, OPA should be asked to ensure that its staff always includes at least one person with specific expertise in this area, and OPA should always have a staff person designated to attend Commission meetings.

[42]In a sense, women's interests are also represented by some of the other members of the Committee. For example, the Affirmative Action
(Footnote Continued)

recommend that the EOPC consider the expansion of its membership to emphasize the centrality of equal opportunity for women in its expanded responsibilities. The addition of members who are clearly identified with women's issues (such as the Director of Women's Studies, the Director of the Center for Women Students, and the President's liaison to the Commission for Women) would increase the visibility of the EOPC's expanded charge.

A second matter is also of some concern to us. One of the major tasks of the EOPC is to oversee the allocation of equal opportunity and other special funding. Currently, the only special funding targeted for women is an opportunity fund focused on the recruitment of women faculty and administrators. We believe it is essential that a Women's Opportunity Fund with a much broader function be established, one that would be adequate for the funding of a variety of initiatives designed to improve conditions for all categories of women employees and students at Penn State. The establishment of such a fund would serve two important functions. First, its implementation through a University-wide request for proposals would send a clear message to the University community that the President and the EOPC are committed to progress on matters of equal opportunity for women. Second, the broader definition of the fund would allow the University community to respond creatively in areas other than recruitment (such as curriculum integration as per Recommendation U). Only 2 of the previous 25 general recommendations that we have submitted to the President and the Commission for Women have dealt specifically with recruitment issues. Equity and opportunity issues pervade all aspects of the operation of the University and must be addressed broadly.

The Commission for Women. The Commission for Women has been and will continue to be the major advocate for women at Penn State. It influences policy through direct access to the President and through

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(Footnote Continued)

Officer is responsible for ensuring compliance with aspects of the Affirmative Action Plan that deal with women, and the Vice President for Student Services is reponsible for the activities of the Center for Women Students, and so on. However, none of these members' responsibilities are focused exclusively on women.

the chair's membership on the EOPC, and it is likely to play a major role in guiding and monitoring the implementation of the Study Group's recommendations. We believe that the Commission is in a good position to continue to advocate for women, but that its continued effectiveness will require a number of changes in its structure. Our recommendations with regard to the Commission focus on leadership stability, adequacy of staff support, and coordination with other units that deal with women's equity issues.

First, although Commission members serve for three years, the chair rotates every year. We recommend that a Chair Elect be added to the structure of the Commission to provide the opportunity for a gradual transition into the chairship. Furthermore, we believe that leadership continuity would be enhanced by the addition of former Commission chairs to the membership of the Commission and its Executive Board.

A second problem stems from the lack of a permanent office or full-time staff for the Commission. The Commission "office" moves with the chair every year, and considerable loss of efficiency is involved in the annual shifting of all administrative responsibilities. We therefore recommend that the Commission be provided with a permanent location and a full-time administrative assistant to fulfill a staff function. Although the addition of an administrative assistant does represent a major improvement in staffing for the Commission, we believe that one other step is essential. It is currently the case that the Commission functions largely as a "voluntary organization." None of its members, including the chair, receive released time for their participation on the Commission. The major investment of time involved in chairing the Commission is thus quite a burden and makes the position essentially unavailable to members of the Commission who hold jobs that provide little scheduling flexibility. We would recommend that the chair of the Commission carry with it the provision of 50 percent released time, and that the home unit of the incumbent be appropriately compensated.

Finally, with respect to coordination with other units, there is currently no provision in the Commission charter for the regular participation of the Director of Women's Studies, the Director of the Center for Women Students, the Affirmative Action Officer or the

Director of the USG Department of Women's Concerns. In the interest of improved coordination, and to allow the Commission to take advantage of the commitment, education, and experience embodied in these positions, we recommend that they be added as ex-officio members of the Commission.

Structural Reassessment

Although we believe that the implementation of the recommendations suggested above would be likely to lead to considerable improvement in atmosphere and opportunities for women at Penn State, we need to raise the possibility that the message regarding the President's commitment to equal opportunity needs to be communicated even more forcefully than is possible within the current decentralized structure. A number of other universities have found it necessary to move to the creation of a centralized attack on inequity, housed within the Office of the President and embodied in a high level executive appointment (cf., MIT, West Virginia, and Ohio State). All of these administrative appointments have the following in common: a high level of visibility, direct access to the President, and a sanctioned role of advocacy and leadership on equity issues.

It is possible that the new mandate and structure for the EOPC will serve this function for Penn State. However, we feel that our final recommendation in this area must be that throughout the next 18 months to two years the EOPC should carefully monitor progress on equity issues in general, and give careful consideration to the advantages of a more centralized structure for equal opportunity initiatives, such as a Vice President for Human Relations.

Implementation Recommendations

The following recommendations are designed to ensure that the University's continuing initiatives on equity for women are supported by stable structures that are credible, visible, and adequately supported, and that have lines of communication among them that encourage the maintenance of a coordinated program of action.

Recommendation Z.1: Establish a position that would serve as an advocate for women employees. In cases involving problems of communication or matters that can be resolved by compromise, the advocate would function as a mediator to bring the parties together to talk through their differences in the presence of a person trained in conflict resolution. In cases in which a more formal grievance approach seems appropriate, the advocate would work with the employee to move the complaint forward aggressively and effectively. In cases in which these "normal" channels break down and justice is not served, the advocate would work through "non-normal" channels to attempt to rectify the situation. The placement of this position should give the advocate direct access to the President.

Recommendation Z.2: Establish a formal position of Advocate for Women Students in the Center for Women Students to serve an advocacy function for students throughout the University. Add a rape awareness/prevention specialist to the Center staff. Enhance funding to allow the Center to increase its involvement in training and educational programming on women's equity issues for students (see Recommendations P.3, U.1, U.2, U.3, and V.3).

Recommendation Z.3: Provide resources for the establishment of an Employee Development Center in the Office of Human Resources to carry out employee and supervisor training and education focused on women and other protected or underrepresented groups.

Recommendation Z.4: Charge the Commission for Women and the Affirmative Action Office to work with the Office of Planning and Analysis to develop a plan for an Annual Report on the Status of Women. The required reports should be completed annually by the Office of Planning and Analysis (in cooperation with the Division of Planning Studies, Commonwealth Educational System, and the Office of Budget and Resource Analysis when appropriate) under the leadership and direction of the Commission for Women, which will compile them into an Annual Report to

the President. Charge the Office of Planning and Analysis to maintain staff with expertise on women's equity issues, to designate a staff member to attend meetings of the Commission for Women, and to provide appropriate assistance in the completion of special reports on the status of women as identified by the Commission for Women, the Affirmative Action Office, and the Equal Opportunity Planning Committee.

Recommendation Z.5: Expand the membership of the Equal Opportunity Planning Committee to enhance the representation of women's advocacy by appointing individuals such as the Director of Women's Studies, the Director of the Center for Women Students, and the President's liaison to the Commission for Women. Establish a Women's Opportunity Fund (in addition to the current funding for faculty and administrator recruitment) to be administered by the Equal Opportunity Planning Committee through a University-wide request for proposals regarding initiatives to increase equity for women.

Recommendation Z.6: Take the following steps to enhance the effectiveness of the Commission for Women: (1) establish the position of Chair Elect; (2) add former Commission chairs to the membership of the Commission and of its Executive Board; (3) provide the Commission for Women with a permanent location and a full-time administrative assistant; (4) provide the Chair of the Commission with 50 percent released time; and (5) appoint the Director of Women's Studies, the Director of the Center for Women Students, the Affirmative Action Officer, and the Director of the Undergraduate Student Government Department of Women's Concerns as ex-officio members of the Commission for Women.

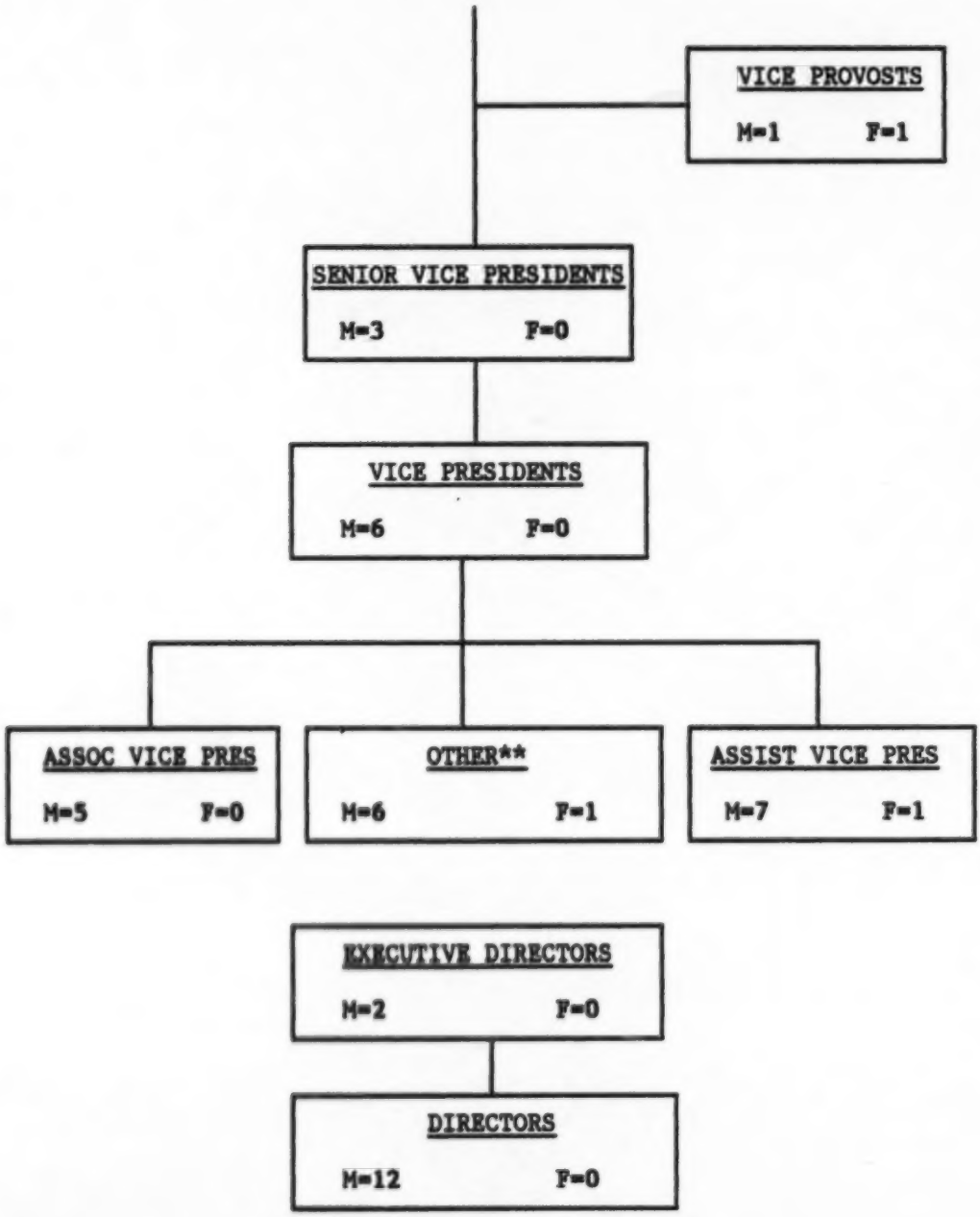
Recommendation Z.7: Charge the Commission for Women to work with the President's Office to facilitate the implementation of the Study Group recommendations, to work with the heads of all academic and nonacademic units to incorporate women's equity goals into their Strategic Plans, and to monitor the University's progress toward gender equity. During

the spring semester of 1990 the Commission should present a progress report on the status of women to the Equal Opportunity Planning Committee. At that time the Equal Opportunity Planning Committee should assess the effectiveness of the current structure for advocacy for women and consider a recommendation to the President for the appointment of a Vice President for Human Relations, charged with advocacy and leadership on equity issues for women, Blacks, and other minorities.

Appendix A

Central Administrative Units

THE PENNSYLVANIA STATE UNIVERSITY
CENTRAL ADMINISTRATIVE UNITS*
OFFICE OF THE PRESIDENT
Fall 1987



*Includes Line Administrative Organization.

**Includes Budget Officer, Corporate Controller, Registrar, Special Assistant on Government Affairs, Deputy Vice President, Affirmative Action Officer, Media Services (CES)

THE PENNSYLVANIA STATE UNIVERSITY
CENTRAL ADMINISTRATIVE UNITS*
NUMBER OF MALE/FEMALE OFFICERS BY UNIT
Fall 1987

VICE PROVOST

M=1	Ken Mortimer	F=1	Carol Cartwright

SENIOR VICE PRESIDENTS

M=3	Steve Garban Richard Grubb C. McCollister Evarts	F=0	

VICE PRESIDENTS

M=6	William Asbury George Lovette Charles Hosler David Gearhart Robert Dunham Robert Scannell	F=0	

ASSOCIATE VICE PRESIDENTS

M=5	Salvatore Fulginiti - HMC John Elizandro - DEV Forrest Remick - RES Clarence Brokman - HMC Howard Peterson - HMC	F=0	

ASSISTANT VICE PRESIDENTS

M=10	Craig Millar - STU SVC Thomas Eakin - STU SVC Lee Upcraft - STU SVC Roger Williams - DEV William Rothwell - DEV Scott Healey - ACAD SVC Eugene Melander - ACAD SVC John Leathers - CES Eugene Greskovich - CES Kenneth Varcoe - CES	F=1	Pat Peterson - STU SVC

*Includes Line Administrative Organization.

OTHERS**

M=6	Frank Forni - GOV'T RELATIONS	F=1	Suzanne Brooks - AAO
	Richard Althouse - BUDGET OFFICER		
	Kenneth Babe - CONTROLLER		
	Lamar Kopp - DEPUTY VICE PRES		
	Warren Haffner - REGISTRAR		
	Marlowe Froke - CES		

EXECUTIVE DIRECTORS

M=2	Gregory Lozier - PLAN/ANALYSIS	F=0	
	Gary Auguston - COMP/INFO SYST		

DIRECTORS

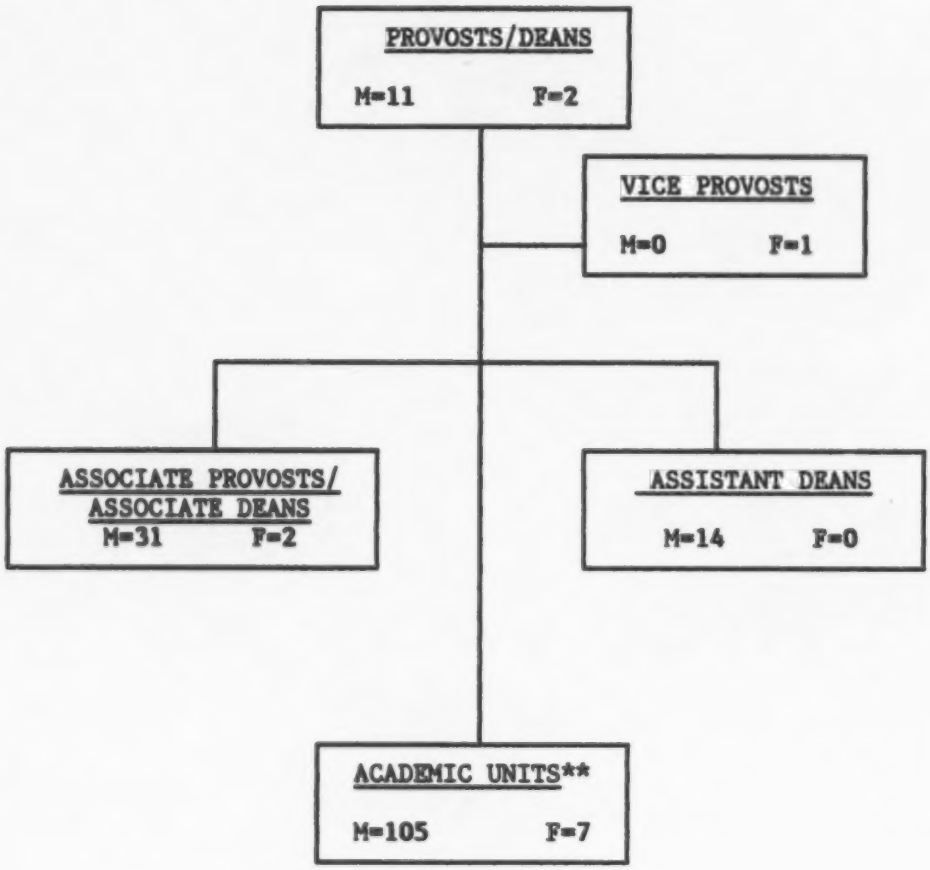
M=12	David Schuckers- GOV'T AFFAIRS	F=0	
	Richard DiEugenio - GOV'T AFFAIRS		
	Thomas Etten - GOV'T AFFAIRS		
	James Tarman - ATHLETICS		
	Robert Evans - STU SVC		
	Edmond Marks - UTS		
	William D. Moir - RES		
	James W. Lundy - RES		
	David Passmore - RES		
	Fred Saylor - CES		
	Thomas Tracy - CES		
	Robert Finley - CES		

**Includes Budget Officer, Corporate Controller, Registrar, Special Assistant on Government Affairs, Deputy Vice President, Affirmative Action Officer, Media Services (CES).

Appendix B

Major Degree-Granting Units

THE PENNSYLVANIA STATE UNIVERSITY
MAJOR DEGREE-GRANTING UNITS*
N=13
Number of Male/Female Academic Officers
Fall 1987



*Includes nine University Park Colleges, the College of Medicine, Capital College, Behrend College, and the School of Communications

**Includes titles - Department Head, Department Chair, Division Head Professor-in-Charge (School of Communications only), Director (Arts and Architecture and Behrend only)

THE PENNSYLVANIA STATE UNIVERSITY
DEGREE-GRANTING UNITS*
N=13
NUMBER OF MALE/FEMALE OFFICERS BY NAME
Fall 1987

PROVOST/DEAN

M=11	Eugene Kelley - B A	F=2	Ruth Leventhal - CC
	Henry Hermanowicz - ED		Anne Petersen - HHD
	Hart Nelsen - L A		
	James Moeser - A & A		
	John Dutton - E M S		
	Lamartine Hood - AG		
	George McMurtry (Act) - ENGR		
	Leonard Zimmerman (Act) - SC		
	C. M. Evarts - MED		
	John Lilly - BEHREND		
	Brian Winston - COMM		

VICE PROVOST

M=0		F=1	Diana Dunn

ASSOCIATE PROVOST/ASSOCIATE DEAN

M=31	John Coyle - B A	F=2	Jeannette Bragger - LA
	Stewart Bither - B A		Herberta Lundegren - HHD
	Paul Rigby - B A		
	Vincent Lunetta - ED		
	Theodore Kiffer - L A		
	Joseph Michels - L A		
	William McHale - A & A		
	Harlan Hoffa - A & A		
	Robert Frantz - E M S		
	Peter Luckie - E M S		
	John Cahir - E M S		
	James Starling - AG		
	James Mortensen - AG		
	Wayne Hinish - AG		
	Charles Krueger - AG		
	Carl Wolgemoth - ENGR		
	William Gotolski - ENGR		
	Thomas Seliga - ENGR		
	Leonard Zimmerman - SC		
	Norman Freed - SC		
	Gerald McClearn - HHD		
	William Parsonage (Act) - HHD		
	Gregory Carroll - HHD		

*Includes 9 University Park Colleges, the College of Medicine, Capital College, Behrend College, and the School of Communications.

ASSOCIATE PROVOST/ASSOCIATE DEAN (cont.)

Robert Greer - MED
Fred Rapp - MED
Victor Rohrer - MED
R. J. Graham - CC
J. D. South - CC
H. Sachs - CC
Jack Burke - BEHREND
William Dulaney - COMM

ASSISTANT DEAN

M=14 Michael Hottenstein - B A F=0
Ronald Koot - B A
Albert Vicere - B A
Robert Nicely - ED
William Allison - A & A
Donald Evans - AG
Robert Flipse - AG
Dean Jansma - AG
Joseph DiGregorio - ENGR
Gary Mullen - SC
Max Lang - MED
Alphonse Lure-depree - MED
Thomas Leaman - Med
Elliot Vesell - MED

ACADEMIC UNITS**

M=105 Charles Smith - B A
John Spychalski - B A
John Ezzell - B A
James Hammond - B A
Keith Ord - B A
Jerry Olson - B A
Charles Snow - B A
Edwin Herr - ED
John Best - ED
Phillip Cartwright - ED
Cecil Trueblood - ED
Ernst Schurer - LA
Charles Ameringer - LA
Ronald Filippelli - LA
Carl Vaught - LA
Trond Gilberg - LA
William Schmalstieg - LA
Frank Clemente - LA
Leon Lyday - LA

F=7 Lynn Liben - LA
Caroline Eckhardt - LA
Grace Hampton - A & A
Jean Brenchley - SC
Helen Guthrie - HHD
Lois Kelley (Act) - HHD
Kathryn LaNove (Act)-MED

**Includes titles - Department Head, Department Chair, Division Head, Professor-in-Charge (School of Communications only), Director (Arts and Architecture and Behrend only).

ACADEMIC UNITS (cont)

Robert Lee - LA
Daniel Katkin - LA
Dennis Gouran - LA
Kenneth Weiss - LA
Archibald Allen - LA
James Rodgers - LA
Christopher Clausen - LA
Richard Frantschi - LA
Hellmut Hager - A & A
Lyle Merriman - A & A
Douglas Cook - A & A
Raniero Corbelleti - A & A
Neil Porterfield - A & A
Gregory Knight - EMS
Sheldon Alexander - EMS
Michael COleman - EMS
William Frank - EMS
William Vogely - EMS
Raja Ramani - EMS
Samuel Curtis - AG
Wayne Schutjer - AG
Dennis Buffington - AG
Al Turgeon - AG
Paul Wangsness - AG
Charles Pitts - AG
Lowell Satterlee - AG
Francis Witham - AG
Herbert Cole - AG
Herbert Siegel - AG
Robert Bond - AG
Lester Griel - AG
Dennis McLaughlin - ENGR
Dennis Buffington - ENGR
Paul Seaburg - ENGR
Kirk Shung (Act) - ENGR
Larry Duda - ENGR
Michael Bronzini - ENGR
Karl Kunz - ENGR
Richard McNitt - ENGR
Allen Soyster - ENGR
John Kolesar (Act) - ENGR
Harold Jacobs - ENGR
Edward Klevans - ENGR
Satoshi Matsushima - SC
Eugene Lindstrom - SC
Frederick Lampe - SC
Joseph Lambert - SC
Richard Herman - SC

ACADEMIC UNITS (cont)

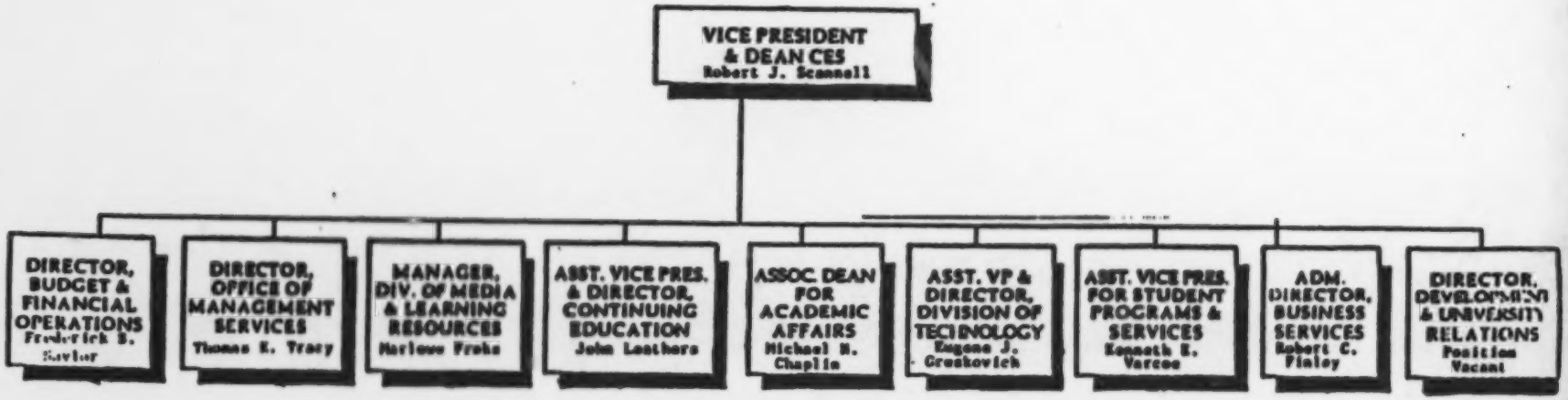
Gerald Smith - SC
Thomas Hettmansperger - SC
Harvey Gilbert (Act) - HHD
Scott Kretchmar - HHD
Richard St. Pierre - HHD
Stanley Mayers - HHD
Andy Divine - HHD
John Nesselroade (Act) - HHD
Frank Guadagnolo (Act) - HHD
Alphonse Leure-dupree (Act) - MED
Julien Biebuyck - MED
Siegfried Streufert (Act) - MED
Eugene Davidson - MED
Max Lang - MED
George Simms (Act) - MED
E. A. Vastyan - MED
Graham Jeffries - MED
Fred Rapp - MED
Rodrigue Mortel - MED
Richard Maeye - MED
Nicholas Nelson - MED
Elliot Vesell - MED
Anthony Kales - MED
William Weidner - MED
John Waldhousen - MED
Stanley Miller - CC
Melvin Blumberg - CC
William Mahar - CC
James Skok (Act) - CC
William Welsh - CC
John Magenau - BEHREND
Archie Loss - BEHREND
Allen Pulsifer - BEHREND
William Gibbs - COMM
Lynn Hinds (Act) - COMM
Thomas Keiter (Act) - COMM
Thomas Berner - COMM
John Nichols - COMM

Appendix C

Commonwealth Education System

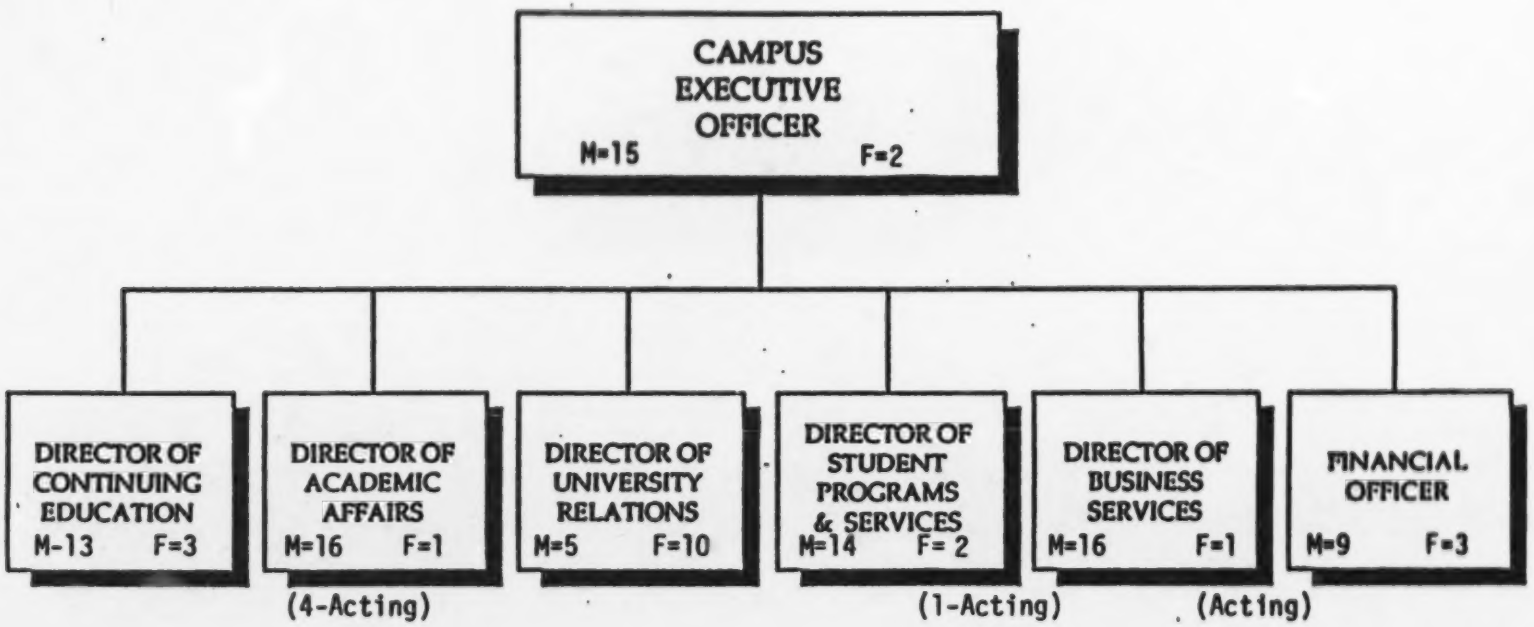
C-2

COMMONWEALTH EDUCATION SYSTEM
CENTRAL ORGANIZATION


VICE PRESIDENT & DEAN CES
Robert J. Scannell
DIRECTOR, BUDGET & FINANCIAL OPERATIONS
Frederick B. Saylor
DIRECTOR, OFFICE OF MANAGEMENT SERVICES
Thomas E. Tracy
MANAGER, DIV. OF MEDIA & LEARNING RESOURCES
Marlowe Frahs
ASST. VICE PRES. & DIRECTOR, CONTINUING EDUCATION
John Leathers
ASSOC. DEAN FOR ACADEMIC AFFAIRS
Michael N. Chaplin
ASST. VP & DIRECTOR, DIVISION OF TECHNOLOGY
Eugene J. Cronkovich
ASST. VICE PRES. FOR STUDENT PROGRAMS & SERVICES
Kenneth E. Varcoe
ADM. DIRECTOR, BUSINESS SERVICES
Robert C. Finley
DIRECTOR, DEVELOPMENT & UNIVERSITY RELATIONS
Position Vacant

WOMEN = 0

COMMONWEALTH CAMPUS
BASIC ADMINISTRATIVE ORGANIZATION



DIRECTORS - TOTAL
M=64
W=17